CAREER PLANNING FOR COMMISSIONED OFFICERS IN THE UNITED STATES COAST GUARD

JOSEPH J. McCLELLAND

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CAREER PLANNING FOR COMMISSIONED OFFICERS IN THE UNITED STATES COAST GUARD

A THESIS

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TABLE OF CONTENTS

Page

LIST OF TABLES vi

LIST OF FIGURES vii

Chapter

I. THE PROBLEM AND ITS SCOPE 1

The Problem
Need for the Study
Purposes of a Career Planning Program
Scope of Career Planning Program
Limitations of this Study
Assumptions
Questions to be Answered
Definitions
Related Studies
Method Followed

II. CAREER PLANNING IN THE DEPARTMENT OF DEFENSE. 21

Career Planning in the Navy
General
History and Development
Career Phases
The Basic Period
The Technical Period
The Command and Staff Period
Career Planning for Other than
Unrestricted Line Officers
Application of Career Planning

Career Planning in the Marine Corps
General
Basic Considerations
Assignment Pattern for Unrestricted
Officers
Evaluation

Career Planning in the Army
General
Army Career Pattern
Basic Considerations
The Master Plan
Junior Officer Period

TABLE OF CONTENTS (Continued)

Chapter — Page

Command and Staff Period
Field Grade Phase
War Leaders
Branch Career Plans
Evaluation

III. CAREER PLANNING AND THE NATURE OF COAST GUARD DUTIES 53

Introduction
The Objectives of Career Planning
The General Nature of Coast Guard Duties
The Types of Coast Guard Duty

IV. SPECIALIZATION AND OFFICER TRAINING 65

Introduction
The Nature of Specialization
What Degree of Specialization?
Conclusions Concerning Specialization
The Nature and Objective of Training
The Current Training Program

V. CONSTRUCTION OF TYPICAL CAREER PLANS 92

Introduction
The Normal Career Pattern
Normal Tours of Duty
Typical Career Plans
Development of a Master Career Plan
Applicability of Career Plans
Implementation of Career Planning

VI. SUMMARY AND CONCLUSIONS 117

Summary of Findings
Conclusions

VII. RECOMMENDATIONS

Recommendations for Career Planning
Recommendations for Further Research

BIBLIOGRAPHY 126

APPENDIX 129

LIST OF TABLES

Table		Page
1.	Percentage of Unrestricted Line Officers Authorized in Each Grade	22
2.	Normal Terms of Service	23
3.	Officer Personnel Allowances for Fiscal Year 1950	60
4.	Allowance of Officers Afloat and Ashore in General Assignment and Naval Engineering	61
5.	Ratio of Billets Afloat to Billets Ashore, Fiscal Year 1950 (Excluding Aviation)	75
6.	Ratio of Billets Afloat to Billets Ashore, Fiscal Year 1950, General Assignment and Naval Engineering Only . . .	76
7.	Effect of Increasing Commissioned Officer Strength by 100 Ensigns	94
8.	The Normal Career Pattern	95
9.	Length of Normal Tours of Duty	98
10.	Authorized Distribution of Officers, 30 January, 1950	130
11.	Attrition of Officers During Fiscal Years 1948, 1949, and 1950	134
12.	Determination of Average Attrition Percentages	136
13.	Determination of Average Total Attrition. .	137
14.	Determination of Average Number of Years Served in Grade	139
15.	Average Years' Service in Grade and Total Commissioned Service	141

LIST OF FIGURES

Figure		Page
1.	Educational Program for Naval Officers . . .	31
2.	Assignment Pattern for Unrestricted Marine Corps Officers	42
3.	Typical Schedule of Assignments for Marine Corps Officer	40
4.	Overall Plan on Which Army Career Program is Based	47
5.	Infantry Officer Career Plan	50
6.	Typical Assignments for Infantry Officer . .	51
7.	Assignment Patterns for General Assignment Duty (I)	100
8.	Assignment Patterns for General Assignment Duty (II)	101
9.	Assignment Patterns for Aids to Navigation Duty	102
10.	Assignment Patterns for Aviation Duty . . .	103
11.	Assignment Patterns for Communications Duty.	104
12.	Assignment Patterns for Aeronautical Engineering Duty	105
13.	Assignment Patterns for Civil Engineering Duty	106
14.	Assignment Patterns for Electronics Engineering Duty	107
15.	Assignment Patterns for Naval Engineering Duty	108
16.	Assignment Patterns for Finance and Supply Duty	109

LIST OF FIGURES (Continued)

Figure		Page
17.	Assignment Patterns for Merchant Marine Safety Duty	110
18.	Assignment Patterns for Legal Duty	111
19.	Master Career Plan and Training Progress . . .	115

CHAPTER I

THE PROBLEM AND ITS SCOPE

The Problem

A successful career for a commissioned officer in the Coast Guard may be broadly defined as that professional course which contributes most to the needs of the Coast Guard and the personal satisfaction of the officer. As in other fields of human endeavor, a successful career is compounded of two ingredients -- ability and opportunity. Opportunity should be equalized as much as possible so that ability may be discovered and correctly evaluated. The basis for any practical program to achieve this goal must be standard or typical patterns about which the careers of individuals may be shaped. The problem of career planning chosen for this study is to develop assignment patterns and policies that will lead to integration of the desires and qualifications of individual officers with the needs of the Coast Guard.

Need for the Study

The need for career planning for commissioned officers has developed during the past decade. Until the former Lighthouse Service was amalgamated with the Coast Guard in

1939, there were only two main categories of officers, line officers and engineer officers. The engineer officers were gradually being reduced in number as officers of this category left the active list, inasmuch as no new engineer officers were appointed subsequent to 1926. This process would have culminated in the evolution of an officer corps composed entirely of line, or "general duty," officers. These officers would have equivalent basic training and qualifications, and similar patterns of rotation of assignments throughout their commissioned service. These patterns were fairly well fixed, and were rather obvious to all officers, because the limited variety of billets provided little opportunity for deviation.

As the number of types of billets was small, so was the total number of officers in the service. On 1 July, 1939, there were approximately 500 permanent commissioned officers on active duty. Each of these officers was reasonably familiar with the assignments for which he was eligible. The officer responsible for making officer assignments knew the requirements of most of the various billets through personal experience. He also was familiar, in many cases through personal contact, with the qualifications and capabilities of the entire corps of commissioned officers. Thus there was little need for formal career planning, as the objectives of career planning could be achieved informally.

World War II altered this comfortable situation

completely, and the problems of personnel management have now become markedly more complex. The duties of the Coast Guard have increased in number and in scope, the number of officers has increased, and the scope of the qualifications required of officers has broadened. In place of a homogeneous body of 500 officers, there is now a complement of over 2,000 officers of many categories and many backgrounds. The increase in variety and scope of duties has made it impracticable for every officer to be qualified to serve in every billet authorized for officers of his grade, and has hastened the trend toward specialization.

No longer is it possible for the assignments officer to be personally familiar with all billets and their requirements, and with all officers and their desires and qualifications; nor can each officer be aware of the variety of paths that his career may take so that he can plan intelligently to make the best use of his abilities and opportunities. Although the principles of good career management have long been recognized and practiced informally, it appears that formal career planning should now be undertaken in the Coast Guard.

According to a report of a Board convened in 1944 by the Commandant, U.S. Coast Guard, to conduct a study of the procurement and education of Coast Guard officers,

> ..... An officer's career should be as carefully planned as is his formal training.... (Career planning) would increase the effectiveness of

> officer performance, provide for an adequate number of officers in all duty assignments at all times, and give the officer a feeling of orientation and accomplishment as he progresses in his Service career.[1]

An effective program of career planning could be used by those administrative offices of the Coast Guard which are concerned with officer assignments, and with officer procurement and training. Each individual officer may also benefit from a career planning program, to the extent that he applies himself to taking advantage of the career opportunities offered.

The ways in which a career planning program based upon this study may be used will be apparent from the following discussion of the purpose of career planning.

Purposes of a career planning program

A career planning program is primarily a tool for (1) personnel administration, and (2) planning by the individual. The ways in which it may be employed to promote good personnel management are considered first. These are:

1. To utilize fully the capabilities of individual officers.

> Without planning, the factors which generally govern assignments are chance, initiative, personality and force of the individual, and sponsorship of seniors. This gives little assurance that the individual of ability will receive recognition in accordance with his qualifications, nor is it democratic. The essence of the entire

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1. A Plan for the Procurement and Education of Coast Guard Officers, U.S. Coast Guard, Washington, D.C., 1947.

career program is the wise rotation of assignments designed to afford officers opportunities in proportion to their capacities for professional development.[2]

2. To insure the availability of personnel to fill billets requiring special qualifications. Having the right officer at the right place at the right time is the most obvious goal of personnel administration. Officers must be classified according to their qualifications and such qualifications must be a matter of record. Experience has shown which billets should be held by officers possessed of special qualifications, and what these special qualifications need be. Analysis of the numbers and types of such billets, and of the frequency with which qualified officers should be rotated through them, reveals the number of officers needed with the special qualifications.

3. To standardize assignment patterns. The career program should provide all officers with the opportunity to gain experience through planned rotation of duty and of assignments, so as to afford opportunity for professional development in proportion to capacity. Although it would not be possible, nor desirable, for all officers to follow the same pattern of assignment, establishment of standard patterns of assignment would assist in equalizing opportunity for all officers.

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2. J. C. Fry, "Career Management for Officers," Armored Cavalry Journal, March-April, 1948, p. 10.

4. To aid long-range planning. In order to insure that there is always a qualified officer available to fill every billet, long-range planning is essential. The training of a naval architect, an electronics engineer, or a competent administrator requires an extended period of time. Career planning would assist in the determination of what training is necessary, both from advanced schooling and from on-the-job training, in order to have a qualified man available for every job.

The second purpose of career planning is to assist the individual in his own planning.

> The most common hindrances to a career are a lack of planning and a lack of effort. Too many officers adopt an attitude of 'laissez faire' with the hope that fate or luck will assist them to success. This is simply wishful thinking. There is no career that cannot be improved by careful planning for the future, and by reasonable action toward implementing that plan.[3]

A career planning program may be useful to the individual in rather obvious ways:

1. To provide the necessary information for practical career planning by the individual. With the great variety of duties now performed by the Coast Guard, it is likely that many officers are not aware of the different types of duty for which they may be eligible, and of the opportunities presented by each type. Career planning would

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3. "Career Planning for Naval Officers," U.S. Naval Training Bulletin, May, 1949, p. 11.

clarify these various careers, and so permit the individual to base his personal planning on factual information. Thus he may select a career plan which appeals to his interests and makes optimum use of his abilities.

2. To provide incentives and improve morale. Many officers drift along from year to year without establishing any definite goals for themselves; others have determined goals, but do not know how to go about achieving them. Career planning would indicate goals, and the steps to be taken to achieve them. It would also serve to demonstrate the fact that assignments are made, and duty rotated, according to a definite plan.

Scope of Career Planning Program

The areas which must be investigated in the development of career planning are as follows:

1. The nature of Coast Guard tasks. Proper performance of Coast Guard tasks must be of primary concern. These tasks must be examined in establishing the objectives of career planning.

2. Types of Coast Guard duty. The duties which Coast Guard officers perform are classified by type, such as aviation, communications, naval engineering, etc. The personnel allowance plan is drawn up according to these types of duty, providing a framework upon which career plans must be constructed.

3. Specialization. The necessity and desirability of specialization, and the degree to which officers should specialize, must be determined.

4. Training. Training received from rotation of duty and from assignment to formal training is vital to career planning.

5. Tours of duty. Tours of duty may profitably be varied in length depending upon a number of factors. The relative importance of these factors must be investigated, and an optimum length of tour of duty for various grades and assignments determined.

6. The normal career pattern. The Coast Guard billet structure is based upon officer distribution by grade. The factors which govern the number of these billets which an officer may occupy include the total length of time he serves in the grade. Since these periods of service in grade are not definitely established, it is necessary that a "normal" or average career pattern be determined.

From the information assembled in the areas defined above, representative examples of the careers available in each of the types of duty may be drafted.

Limitations of This Study

Career planning should, ideally, provide a realistic and practical career plan for every commissioned officer on active duty. This study must stop far short of that goal, however, because the active list of the Coast Guard

now contains officers of so many different categories that it is impractical to attempt to cover them all. The first of the categories not considered is that group of officers designated by law as "extra numbers," who comprise approximately 17% of the active list. Because the number of these officers is gradually decreasing as they leave the active list, and because the type of duty to which these officers may be assigned is fixed, no necessity is seen for establishing career plans for them.

Another group of officers excluded from consideration is the permanent commissioned teaching staff at the Coast Guard Academy. Members of this staff are eligible for duty only at the Academy.

All other permanent regular officers on active duty may be divided into two categories, general duty officers and special duty officers.[4] Special duty officers include all officers other than Coast Guard Academy graduates and officers originally commissioned prior to 1 January, 1939, exclusive of officers designated as extra numbers and the permanent commissioned teaching staff, who have been permanently commissioned but who have not qualified for assignment to general duty. Since it is the stated policy of the Coast Guard that all permanent commissioned officers, exclusive of extra numbers and the permanent commissioned

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4. Personnel Circular No. 24-49, U.S. Coast Guard, 5 May, 1949.

teaching staff, shall eventually be qualified for general duty,[5] the special duty only category will gradually disappear. Accordingly, this category of officer is also eliminated from special consideration.

The remaining category of permanent regular commissioned officer is the general duty officer. This is the officer for whom career planning is primarily intended. Other officers on active duty include Coast Guard Reserve officers, and officers commissioned for temporary service from among the enlisted men, warrant officers, and chief warrant officers of the Coast Guard. These officers should, taking into account the experience and qualifications of the individual, receive equivalent consideration in career planning.

A second limitation of this study is in the degree of detail which it is possible to include in the career plans. A high degree of detail is not possible without the complete billet structure, which was not available. Similarly, accurate assignment of officers to billets is not possible without accurate job information, and job and billet analysis has not been done in the Coast Guard. In the same connection, there is some difficulty in designating certain training as a prerequisite for a given billet because job information on the billet is lacking and the train-

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5. Loc. cit.

ing courses are not designed as preparation for specific billets.

This study is also limited in that it is not concerned with the evaluation of existing related procedures or policies, such as the current advanced and specialized training program. No attempt was made to embark upon such an evaluation because the purpose of the study is to produce a career planning program suitable for immediate use, rather than for use at some indeterminate future date when budgetary and other considerations might make an ideal training program possible. This same reasoning applies to such problems as smoothing the flow of promotion from grade to grade, or of the determination of the qualifications of officers for training or for particular assignment. The program proposed as a result of this study is based upon conditions as they now exist.

It is not intended that career planning be rigid, nor would rigid planning be desirable if it could be done. Circumstances frequently require the transfer of an officer prior to the completion of his normal tour of duty. The needs of the service are subject to change by such factors as a reduction or increase in appropriations, or a change in tasks.

The changing factors which govern the shape of career patterns also render rigid planning impossible. The length of time which an officer may serve in any grade

above ensign is not fixed, and is predictable with only moderate accuracy. It may be influenced by such remote factors as the general economic conditions of the country. Other unpredictable factors, such as new legislation regarding pay, retirement, or promotion, may affect career planning to a considerable degree. Therefore, planning must be limited to general considerations, rather than be detailed and rigid.

Assumptions

Just as it is impracticable to establish a rigid career plan, so is it impossible to establish a career plan to provide for every contingency. The goal must be planning which is sufficiently definite to serve as a master pattern, but which is flexible enough so that adjustments may be absorbed without disruption. In order to achieve this, certain assumptions must be made upon which the planning may be based. These assumptions are as follows:

1. That the commissioned officer strength remain essentially constant.

2. That the existing laws governing promotion and retirement of officers remain essentially unchanged.

3. That no major alteration of Coast Guard duties occurs.

Basing career planning upon these assumptions does not mean that the planning will be useless at such time in the future as the assumed conditions change, as they surely will. It

merely means that the planning will have to be amended and brought up to date in the light of changing conditions. This is a procedure which should be continuous regardless of major change.

Questions to be Answered

The principal questions to be answered in developing career planning are as follows:

1. What are the objectives of career planning?
2. What is the nature of Coast Guard tasks?
3. Into what types of duty are Coast Guard duties classified?
4. Should Coast Guard officers specialize, and if so, to what degree?
5. What is the Coast Guard's current advanced training program?
6. What lengths of tours of duty, according to grade and type of duty, are most satisfactory?
7. What is the normal career pattern under present conditions?
8. What are typical career plans for each type of duty?
9. To what officers is career planning applicable?
10. Where should the responsibility lie for implementation of career planning?

Definitions

Allowance - the number of officers, by grade, authorized for a given unit in accordance with the personnel allocation plan.
Billet - a position in a given unit to which an officer may be assigned.
Career pattern - the schedule of an officer's advancement through the commissioned grades, as measured by years' service in grade.
Career plan - the pattern of assignments to duty and training which an officer follows in the course of his career.
Tour of duty - the period of time that an officer is assigned to a given unit.

Related Studies

Very little information has been published by the Coast Guard on the subject of career planning. The most comprehensive treatment of the subject is presented in a pamphlet titled A Plan for the Procurement and Education of Coast Guard Officers, published by the U.S. Coast Guard in 1947. This pamphlet comprises the report of a board convened in 1944. Career planning was rather incidental to the study made by this Board, but the Board did develop an outline for career plans and recommended that the Coast Guard act to implement career planning. The essence of the plan presented was a career pattern prescribing equivalent alternate periods of duty at sea and ashore, dividing an officer's total career into ten periods.

In late 1947 and early 1948, Ebasco Services Incorporated, of New York City, New York, under authorization of Congress, made a study of "the functions, policies and operations of the United States Coast Guard with a view toward promoting the efficiency of the Service in carrying out its duties and responsibilities, to bring to the public the greatest degree of service at the lowest possible cost."[6] A number of recommendations concerning personnel were included in the report of this study submitted to the Secretary of the Treasury, and to the chairmen of the Committees on Appropriations of the House of Representatives and the U.S. Senate. The action taken by the Coast Guard as a result of these recommendations was reported to the Secretary of the Treasury in a series of memoranda, which have been assembled in booklet form under the title What the Coast Guard Is Doing About the Ebasco Report.

The "Ebasco Report" and the report of "What the Coast Guard is Doing" deal with a number of personnel problems at the policy-making level. The recommendations made by Ebasco, and the attitudes of the Coast Guard toward them, have been given consideration in appropriate portions of this study.

The most recent information published pertinent to career planning is Personnel Circular No. 42-48, "Policy

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6. Study of the United States Coast Guard, Ebasco Services Incorporated, New York, January, 1948.

With Respect to the Procurement, Training and Assignment of Officers to Merchant Marine Safety Duties," U.S. Coast Guard, Washington D.C., 20 December, 1948. It specifically prescribes the types of duty assignments for officers assigned to merchant marine safety duty, during their first three years of such duty, and generally prescribes rotation of duty for the succeeding four to eight years.

The U.S. Navy has done much research in the planning of careers for Navy personnel. The principal organ for publication of the results of this work has been the U.S. Naval Training Bulletin. The first and most comprehensive of these articles appeared in the May, 1948, issue of the Training Bulletin, under the title "Career Planning for Naval Officers." This article, along with a similar article for enlisted men, was reprinted in a pamphlet titled "Career Planning for Naval Officers and Enlisted Men," designated NAVPERS 91063. Since May, 1948, other articles have appeared at intervals dealing with career planning for officers of various categories. These categories include Supply Corps Officers, Special Duty Officers, Civil Engineer Corps Officers, Medical and Dental Officers, Engineering Duty Officers, and Women Officers in the Regular Navy. There has been no other official Navy literature dealing directly with the problem of career planning, although there have been numerous articles published relative to elements of career planning. These include articles such as "The

Holloway Plan - A Summary View and Commentary," by Rear Admiral James L. Holloway Jr., U.S. Navy, in the United States Naval Institute Proceedings, November, 1947, on the Navy's officer training program. Other articles deal with such topics as officer specialization and promotion.

The U.S. Marine Corps has developed career planning in considerable detail, but has published no literature concerning it. The details of the plan may be found in those chapters of the Marine Corps Manual, 1949, Volume I, which deal with the assignment of commissioned officers.

The Department of the Army has developed a comprehensive career planning program for Army officers. A detailed description of the program has been published as a Technical Manual (TM 20-605), titled Career Management for Army Officers. In addition to establishing a master career plan, it develops career plans for the various arms and services.

Several articles on the subject of Army career planning have also been published in such official organs as the Infantry Journal, the Armored Cavalry Journal, and the Army Information Digest. These in general present discussions and interpretations of the material in Career Management for Army Officers, usually adapted to the arm or service the particular publication is designed to serve. Another publication which carries articles pertinent to the subject of career planning is Officer's Call, published by

the Department of the Army.

The U.S. Air Force has not published any material concerning career planning for commissioned officers.

There is really no literature concerning career planning for civilians in industry or in the professions, in the sense in which career planning has been defined herein for the military services. Although there are, of course, fundamental differences between military and civilian careers, there is a certain degree of similarity between military and civilian career management. Civilian top management is interested in the training and development of competent executives, and in having trained personnel ready to fill executive positions as vacancies occur. Conversely, potential executives and low-level executives are interested in surveying their future possibilities, and in planning a program which will lead to top executive positions. Many progressive companies, such as the Bank of America, Consolidated Edison, Vick Chemical Company, Proctor and Gamble, and American Telephone and Telegraph Company, have developed executive training programs and so-called "executive inventory control" programs. Literature concerning such programs is almost non-existent, as each program concerns only the company for which it is developed. What descriptive material does exist is prepared for use within the company concerned.

Method Followed

This study of career planning divided readily into three phases. The first phase consisted of a study of what has been done in career planning in the Navy, Marine Corps, and Army. This was to determine the basic theories upon which these services have done their planning, to determine their objectives, to examine the methods and procedures followed, and to assess the results and effectiveness of the programs. In each instance, emphasis was placed upon the basic factors governing career planning in the light of their relationship or applicability to the situation in the Coast Guard.

The second phase was the collection and analysis of data concerning Coast Guard officer careers. This included information concerning Coast Guard duties, personnel policies and procedures, statistical information relating to promotions, retirements, resignations, separations, and deaths, the allocation of officers to the various types of Coast Guard duties, and the program of training for officers. The primary Coast Guard duties are stated in Chapter 1 of Title 14, U.S. Code. Personnel policies and procedures and the training program were determined from the Coast Guard Personnel Manual, Personnel Circulars, and Chapter 11 of Title 14, U.S. Code. Statistical information was collected from Coast Guard Registers, and from official records. The officer distribution was determined from the personnel allowance table.

The analysis of the data divided naturally into three basic areas of consideration. The first of these was the nature of Coast Guard tasks, and the types of Coast Guard duty. The second was the question of specialization - its necessity, desirability, and degree - and of advanced training. The third was the establishment of a normal career pattern, and of the lengths of tours of duty.

Having completed the analysis of the data, the third phase of the study was the synthesis of all the information gathered and development of a career planning program. The first objective was to develop career plans for each type of duty to which officers may be assigned. Having done this, the various career plans were examined to identify elements of basic similarity among them, in order to determine the feasibility of combining the various plans into one master career plan. Consideration was then given to the applicability of the career plans to the various categories of officers, and the location of responsibility for implementation of the planning.

CHAPTER II

CAREER PLANNING IN THE DEPARTMENT OF DEFENSE

Career Planning in the Navy

General

The personnel policies and procedures of the Navy are of particular interest to the Coast Guard because of the relationship of the Coast Guard to the Navy stated in Section 3 of Title 14, U.S. Code. "Upon the declaration of war or when the President direct the Coast Guard shall operate as a service in the Navy, and shall so continue until the President, by executive order, transfers the Coast Guard back to the Treasury Department." Section 2, which sets forth the primary duties of the Coast Guard, provides that "The Coast Guard .... shall maintain a state of readiness to function as a specialized service in the Navy in time of war." Operation as a specialized service in the Navy may be facilitated by the development of policies and procedures similar to those of the Navy, insofar as the duties and organization of the Coast Guard may reasonably permit. For this reason, the career planning of the Navy is presented in considerable detail.

The Officer Personnel Act of 1947, a joint law relating to officer personnel procedures for each of the

services in the Department of Defense, prescribed a new officer distribution for the Navy. During the recent war, the distribution of officers among the various grades had become considerably unbalanced, in relation to the pre-war distribution, under authority of wartime legislation permitting temporary promotions.

As the Navy expanded, new billets were created, and officers were appointed and promoted to fill these billets without regard to the distribution percentages previously authorized. When the Navy was reduced to approximate peacetime strength after hostilities ceased, analysis of the existing billets indicated that new distribution percentages were required. As a result, percentages in the various grades were authorized as shown in Table 1.

TABLE 1.

PERCENTAGE OF UNRESTRICTED LINE OFFICERS AUTHORIZED IN EACH GRADE

Grade	Percentage
Rear Admiral	0.75
Captain	6.00
Commander	12.00
Lieutenant Commander	18.00
Lieutenant	24.75
Lieutenant (junior grade) and Ensign	38.50
	100.00

The 1947 Act also established the outline for career planning by prescribing the normal terms of service for officers in the various grades below rear admiral. These are shown in Table 2.

TABLE 2.

NORMAL TERMS OF SERVICE

Grade	Years Service in grade	Years Total Commissioned Service
Lieutenant (j.g.)	3	6
Lieutenant	6	12
Lieutenant commander	6	18
Commander	7	25
Captain	5	30

It may be seen from Table 2 that the total length of the normal career of a naval officer through the grade of captain is 30 years. A moment's reflection will make it apparent that there is certain to be conflict between the year's service in grade specified in Table 2, and the distribution in grades as shown in Table 1, unless some means of control is provided. To illustrate, the number of lieutenant commanders authorized is less than 75% of the number of lieutenants authorized. The normal length of service in grade for each of these grades is six years. Since attrition in the grade of lieutenant due to resignations, deaths, and retirements for physical disability is almost negligible, it is apparent that some provision must be made for speeding

the flow of promotion so that the normal career prescribed may be realized.

The means for doing this is provided by the Navy's system of promotion by selection. For each grade, a promotion zone is designated annually comprising a stated number of the most senior officers who have not previously failed of selection from that grade. From the officers in this promotion zone and others in that grade eligible for selection, only a prescribed number of officers may be selected for promotion during the current year. Under normal conditions, the percentage of officers not selected may approach 20 per cent in grades below captain. Officers who have twice failed of selection from a grade and have completed a specified total number of years of commissioned service, may be separated from the service or retired, depending upon grade and length of commissioned service.

Through this system of forced attrition, the flow of officers through the various grades may be controlled and the normal career pattern realized. Except for the small number of officers who reach flag rank, Naval officers may expect to complete their careers after thirty years of service. With this normal career pattern, career planning may readily be divided into steps according to grade.

The careers of Naval officers of categories other than unrestricted line follow the same general pattern, with

minor variations. The important consideration with respect to these other categories of officers is that the Navy has seen fit to establish these categories, rather than to have specialized duties performed by the unrestricted line officer. Although staff corps have existed for many years, thus providing for specialists such as doctors, dentists, pay and supply officers, civil engineers, etc., the Officer Personnel Act of 1947 recognized the need for additional specialists by providing for the engineering duty, aeronautical engineering duty, and special duty categories within the Line. The special duty category includes, but is not limited to, specialists in law, psychology, photography, public relations, hydrography, communications, and naval intelligence.

History and Development

There have been six studies pertinent to career planning within the Navy, five of which have been completed within the past six years. The first of these studies was made by the Knox-King-Pye Board in 1920; this board established the basic principle for the training and education of officers. This principle stated that "the general line officer should receive general education in those duties associated with the command branch, and superimposed upon this should be knowledge of a specialty."

The Pye Board of 1944 reiterated this principle and

laid down specific recommendations for training and education of officers up to eighteen years of service. According to a digest of the Pye report,[1] the report stated that "...The objective of the Naval educational system was to produce officers trained in advance to perform their duties when the Navy is expanded for war, and especially to produce adequate numbers of highly selected officers capable of exercising high command in time of war, with skill, imagination, and determination." The Pye Board also recommended that each line officer specialize in some one branch of the profession in order that experts in each line be always available.

The next study was made in 1945 by a board to "Study the Proper Form, System, and Method of Education of Officers of the Postwar United States Navy," of which Rear Admiral James L. Holloway Jr., USN, was senior member. The report of this board stated:

> The professional development of the individual Naval Officer consists of two elements: first, experience at sea, and second, education through study ashore. The breadth of his experience at sea depends to a large extent upon the opportunity he is given by assignment, to serve in a variety of positions in the fleet. The number, scope, and presentation of graduate courses ashore determine how well his experience is tempered and expanded by the educational process.

In discussing the plan recommended by this board

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1. Digest of the Pye Report dated July 1944, Navy Department, Washington, D.C.: 27 October, 1947.

some time later, Admiral Holloway stated:[2]

> Professional competence, particularly in the role of command and in association with operations, is a *sine qua non* in the Line Officer. It is of paramount importance in the senior officer operating at policy level and exercising high command involving naval and military statesmanship and important administration. This is for two fundamental reasons. First, professional competence, acknowledged and confirmed by continued sea or field assignments appropriate to age and rank, is required to ensure the confidence of the service as a whole. Secondly, and closely allied with the first, sea or field experience is essential for creation of balance and a sense of values, professionally speaking. And this last, in all matters of administration and policy, must be integrated at high level, if direction and implementing measures are to be thoroughly objective.

At approximately the same time that the Holloway Board was making its study, the Joint Chiefs of Staff directed the Army and Navy Staff College to develop a general plan for the postwar joint education of the armed forces. This directive was issued pursuant to the recommendations of the Joint Chiefs of Staff Special Committee for Reorganization of the National Defense, known as the Richardson Committee. The Staff College confined its study to that type of education received at schools and colleges. Those recommendations resulting from this study which are pertinent to career planning include the following, generally stated:

1. The initiation of joint education at the level

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2. James L. Holloway Jr., "The Holloway Plan - A Summary View and Commentary," United States Naval Institute Proceedings, November, 1947, p. 1303.

of approximately six years of commissioned service by the assignment of officers to courses of instruction at schools of services other than their own.

2. At the twelve-year level, selected graduates of the command and staff course of each service should be assigned to the command and staff courses of other services.

3. At approximately the twenty-five year level, officers of all services should be assigned to a joint college for a course in military strategy and war planning.

These recommendations have been incorporated in part in the career planning of all services.

In 1948, two boards were convened to carry out closely related studies. The first of these was a "Board to Study and Recommend a Program of Education and Training of Line Officers to Best Fit Them for High Command," known as the Hartman Board. The second was a board to "Study the Postgraduate Program of the Navy," known as the Hill Board. The Hartman Board surveyed all of the previous studies and synthesized much that had been reported before. The following comment of the Board illustrates the basic principles upon which the Navy's officer training and education program is based:

> High command requires an education insuring knowledge of the capabilities and limitations of all the tools with which modern naval warfare is waged. In addition, in its broadest sense high command implies knowledge of all aspects of mobilization of the national economy, economic warfare, economic war potential of foreign nations, procurement planning and procurement. Further, it

> includes such knowledge as will enable the commander to intelligently exercise command and staff functions at the highest level. Also, it requires an understanding of those agencies of government and those factors of national power which are an essential part of the national policy.
>
> Within the Navy this education should be a progressive indoctrination commencing on the first day of commissioning and continuing to the last day of active duty. It must embrace those weapons which are inherently a part of operations normally associated with sea power and including submarines, aviation, amphibious operations, guided missiles and any future innovation or combination. This training and education must be such that as an officer advances in rank, he concentrates less on the specialized duties of the junior grades and more on the broad administrative and executive responsibilities of high command. In other words, his identification with any particular specialty or branch becomes less marked as he moves on in his career. Last, the implementation of any program must give equal opportunity to all line officers irrespective of their early training.

In arriving at these basic considerations, the Hartman Board pointed out that the Navy has always believed in, adhered to, and complied with the Task Force principle of fighting wars. A task force is a naval force which contains within itself all of the weapons required for fighting within the given situation. This may be contrasted with land forces where infantry, artillery, and armor may operate almost independently of one another. The special circumstance within the task force is that it is composed of many cells or units which have basic internal organizational features common to all of them.

The basic outline of the plan recommended by the Hartman Board is contained in the following paragraph:

> The Navy must formalize a plan for preparation for broad command that subjects the line officer to a continuous evaluation which is used for assignment to courses of indoctrination in naval weapons other than those with which he is familiar, formal education at the Naval War College, the Armed Forces Staff College, the National War College, etc., to billets involving operations and administration, and last but most important, to commands.

There are four specific points made in this paragraph which provide the keys to the Navy's career program. The first is that the purpose of the plan is "preparation for broad command." The second is that it is applicable to the "line officer." The third is a "continuous evaluation," and the fourth is that the entire program is dependent upon "assignment." It is essential to recognize these key points before considering the details of the program which has resulted from the recommendations of this board.

Career Phases

The normal line officer's career can be divided into three major educational and training periods, as illustrated in Figure 1.[3]

1. The basic period - the first six years, in the grades of ensign and lieutenant (junior grade),

2. The technical period - the period of from six to twelve years of service, in the grade of lieutenant.

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3. "Career Planning for Naval Officers," U.S. Naval Training Bulletin, May, 1948, p. 5.

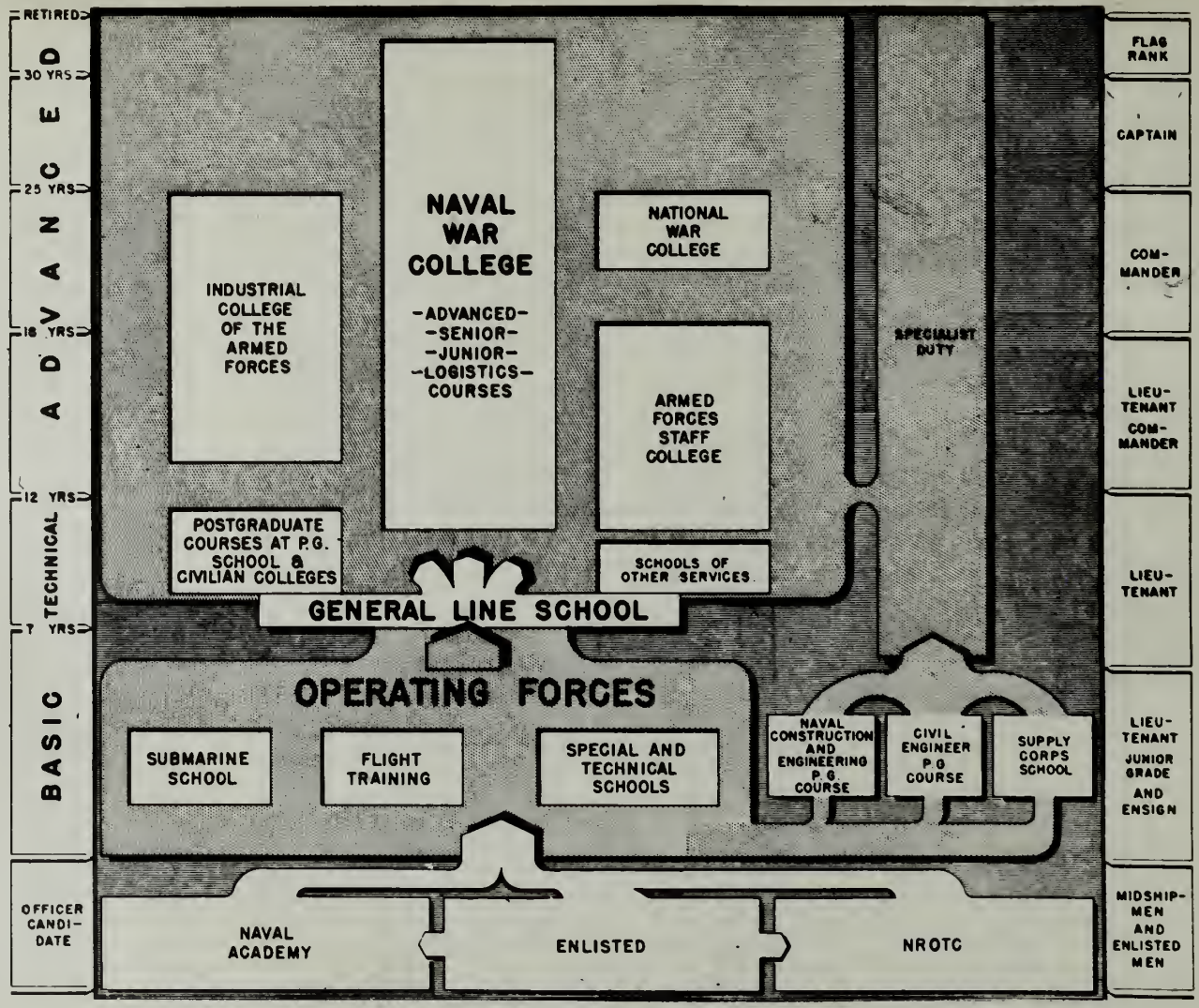

FIGURE 1. EDUCATIONAL PROGRAM FOR NAVAL OFFICERS

3. The command and staff period - the twelfth to thirtieth years, in the grades of lieutenant commander, commander, and captain.

The Basic Period

According to "Career Planning for Naval Officers,"[4]

> An ensign's first duty will normally be sea duty in a ship of the fleet. This first duty will provide the practical work and experience to round out the education received as a midshipman. It will also establish the sound basis of experience needed for career planning. An officer in his first few years at sea is still under intensive training; he has much to learn and much knowledge to apply. His duties should include "on the job" training plus education through correspondence courses, required reading and study, and the preparation of junior officer's journals. Satisfactory progress in these educational requirements is fully as important as the accomplishment of routine shipboard duties.
>
> The young ensign aboard ship should be assigned to duty in the various departments in turn, with approximately six months in each department on the ship. This rotation will develop a balanced understanding of and capability in the work and organization of a ship and will also assist the ensign in the early determination of his field of major interest and ability. These first six years should also provide for a variation of duty in ship types with short assignments to specific billets. It is in this period that an officer will have his best opportunity to develop a foundation of basic and varied experience.

With respect to schooling during the basic period, the same article states:[5]

> The special and technical schools offer the ensign this first opportunity for special training. These

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4. Ibid., pp. 4-5.

5. Ibid., p. 6.

> courses and schools are of comparatively short length. They are designed to furnish practical and basic instruction in subjects of immediate application in the fleet, such as gunnery, electronics, sound, and damage control, which cannot be provided effectively and conveniently aboard ship.

Technical Period

After six to eight years of commissioned service, mostly at sea, a Naval officer becomes eligible for his first permanent shore duty. For the majority of officers, this duty should include one year at the General Line School, perhaps followed by postgraduate study at the Naval Postgraduate School or at certain civilian colleges and universities. With respect to the Line School, the officer will obtain there "... a greater professional, social, and spiritual understanding of his career, of the Navy, and of his country."[6] One of the most important functions of the Line School is to bring together officers procured from all sources for a period of common education, providing an integration vital to future teamwork.

At this stage of an officer's career, he may apply for postgraduate training.

> The purpose of postgraduate courses is to provide advanced technical knowledge and competence in special fields of naval interests. Postgraduate courses are designed, not to make specialists of the officers who attend them, but rather to produce officers who are specially qualified in each branch of the naval profession in addition to their general qualifications in the command branch. Certain of

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6. Ibid., p. 7.

these courses may lead, by request, to a specialist designation in engineering, aeronautical engineering, or special duty.[7]

Command and Staff Period

By the time an officer has completed twelve years of service, he will normally have completed his first tour of shore duty with a year or more under instruction, and his second sea cruise. His special and detailed education will have been accomplished. During the command and staff period his job will be less and less one of operation, and more one of leadership in naval pursuits. His duties in the following years will involve greater responsibility and authority and each assignment should prepare him for further responsibility and authority. The advanced training received during this period should emphasize leadership, command, and administration in order to prepare the officer for this increased responsibility.[8] These advanced studies are provided by the several Navy and joint colleges designed to assist in the preparation for higher command, as shown in Figure 1.

Career Planning for Other Than Unrestricted Line Officers

Although career planning in the Navy has been directed toward the unrestricted line officer, officers of

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7. Ibid., p. 8.

8. Ibid., p. 8.

other categories have not been neglected. Naturally this planning follows the general outlines of that described for the unrestricted line officer, but varies considerably in detail depending upon the nature of the special duties of the group. The basic difference between the planning for unrestricted line officers and for officers of the other categories is that for the latter the fundamental consideration is optimum performance of duty as a specialist rather than preparation for high command. Career planning for engineering duty officers serves to illustrate this. Officers of this category may aspire to high rank, and may hold command positions of high responsibility such as commanding officer of a shipyard, director of a laboratory, or chief of an office such as the Office of Industrial Relations. The distinction between these commands and those of the unrestricted line officer is that these are specialist commands rather than combined commands, and that therefore the broad background of knowledge of the unrestricted line officer is not required.

The engineering duty officer career plan is divided into two phases rather than three. The first, or training phase, includes all of the time from the point the officer enters the Navy as an unrestricted line officer until he has completed postgraduate training, selection for engineering duty designation, and one tour of duty in a shipyard as an engineering duty officer. The second, or career,

phase, includes all of the remainder of an officer's active duty.

In a specialty such as engineering duty, the variety of assignments is greatly limited, as compared to unrestricted line assignments. Accordingly, it is possible to design specimen careers rather readily. This is aided by the fact that officers in a specialty may concentrate on a particular branch of their specialty, thus restricting the possible variety of their assignments even further.

Application of Career Planning

The Navy's career planning program has not been in effect for a period of time sufficiently long to permit accurate evaluation. The Hartman Board reported that "assignment and rotation of duties are being carried out by a vigorously enunciated policy." Career planning is still not formalized, but work is continuing on it.

There appear to be two important factors to be taken into account in anticipating the effectiveness of the Navy's career planning. The first is that the individual officer is expected to perform the detailed planning for his own career, since only he knows his own desires. This may prove to be of some difficulty, as indicated by the fact that many officers do not even designate their choice of next assignment on fitness reports, nor fill out

their officer's qualification cards. For the officer who does attempt to plan his career, there is certain to be considerable discrepancy between the course he lays down and that which he ultimately follows, because of unforseen contingencies.

The second consideration is that assignment of officers must be dependent primarily upon the needs of the Navy. "The Navy has heavy commitments and responsibilities, with too few qualified officers and men to meet these commitments with facility; and it is difficult for obvious reasons, to satisfy either all official policies or every officer's personal plans."[9]

During relatively stable times, this difficulty is diminished, and reasonable plans can expect to be generally satisfied.

Career Planning in the Marine Corps

General

Since the Marine Corps is an integral part of the Naval Establishment, those titles of the Officer Personnel Act of 1947 which govern the administration of officer personnel within the Navy apply equally to the officer personnel of the Marine Corps. Where necessary due to the special characteristics of the Marine Corps, special pro-

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9. Ibid., p. 11.

visions are included in the Act. The basic elements of officer distribution, normal periods of service within grade and of total service, of promotion by selection, and of forced attrition are identical. The principal elements of difference are based upon the differences in categories of officers.

In the Marine Corps, there are no staff corps, nor are there any officers designated for special duty only. All officers are "unrestricted" except for a small number of limited duty officers and supply officers. Career planning is intended for unrestricted officers only.

Basic Considerations

The objective of Marine Corps' planning is stated clearly in that part of the Marine Corps Manual which concerns the assignment of commissioned officers.

> The purpose of this Part is to prescribe assignment policies designed to develop highly competent officers, qualified to serve most effectively in the event of a future war or national emergency. The policies support a program consisting essentially of "on the job" practical training, supplemented by formal school training. The program will eliminate repeated assignments to the same type of duty unless specialization is indicated, and will substitute therefor greater opportunity for officers to gain broad command and staff experience, resulting in all officers having equal opportunity for selection and preferential assignment on the basis of demonstrated proficiency.[10]

The objective of the Marine Corps' planning, as

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10. Marine Corps Manual, Volume I, U.S. Government Printing Office, Washington, D.C. 1949, p. 7-11.

with the other services, is the development of highly competent officers. The Marine Corps, however, has placed the responsibility for the achievement of this objective differently. Instead of making the individual officer directly responsible for his career plan, the Commandant of the Marine Corps takes the responsibility of monitoring the careers of all officers into his own hands. "The responsibility for affording officers employment which will offer equitable career opportunities rests primarily with the Commandant of the Marine Corps."[11] Assignments are to be based on the case histories of officers and the over-all distribution situation.

The Marine Corps provides for effective performance of those duties which require special training, knowledge, and skills, by developing in each officer a command specialization and a staff specialization. An officer's command specialization is identified by his primary MOS - military occupational specialty. Military occupational specialties are developed on the basis of job descriptions, and each specialty is designated by a number. Thus ground officers qualified by experience or training to command artillery, tank and amphibian tractor, signal and engineer units are so identified by their primary MOS. As in command specialization, an officer may become a specialist in certain

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11. Loc. cit.

fields of staff duty, such as personnel, intelligence, operations, supply, communications, etc. These qualifications are indicated by an officer's additional MOS's.

Assignments are generally classified as Fleet Marine Force, and non-Fleet Marine Force. Fleet Marine Force assignments are made on the basis of command specialization MOS, while non-Fleet Marine Force assignments are largely dependent upon staff specialization MOS.

Assignment Pattern for Unrestricted Officers

Marine Corps career planning is definite in outline, but rather indefinite in particulars. No attempt has been made to establish career phases, nor to carry formal planning beyond 20 years of service. Figure 2[12] shows the assignment pattern for unrestricted officers. A typical schedule of assignments, based upon the general pattern, is shown in Figure 3.[13]

Lieutenant:	
Student, Basic School	1 year
Sea duty officer	2 years
Infantry platoon leader	1 year
Military police platoon leader	1 year
Student, Air Transportability Course	3 weeks
Captain:	
Instructor, Amphibious Warfare School	3 years
Infantry company commander	1 year
Assistant battalion operations officer	6 months
Battalion adjutant	6 months
Barracks adjutant	1 year
Barracks officer	1 year

12. Ibid., p. 7-15.

13. Ibid., p. 7-16.

Major:	
G-1 Section, Headquarters Marine Corps	3 years
Student, Senior Course Amphibious Warfare School	1 year
Battalion executive officer, service comd.	1 year
Assistant Division G-1	1 year
I-I, Reserve infantry battalion	2 years

FIGURE 3. TYPICAL SCHEDULE OF ASSIGNMENTS FOR MARINE CORPS OFFICER.

Evaluation

The Marine Corps career planning is simple and practical, and is administration-centered. It comprises a formal statement of policy governing the assignment of officers. As such, it loses the advantages of inviting the participation of individual officers in charting their careers so as to provide maximum utilization of individual abilities and interests, although provision is made for submission of requests from officers for assignment to types of duty which they may particularly desire. It does clearly state the outlines of an officer's career.

Career Planning in the Army

General

The Army's career planning program has developed along lines rather similar to the Navy's program, as might be expected since the objectives are approximately alike. Accordingly, the Army's program is presented in much less detail, with emphasis upon the more fundamental points of difference.

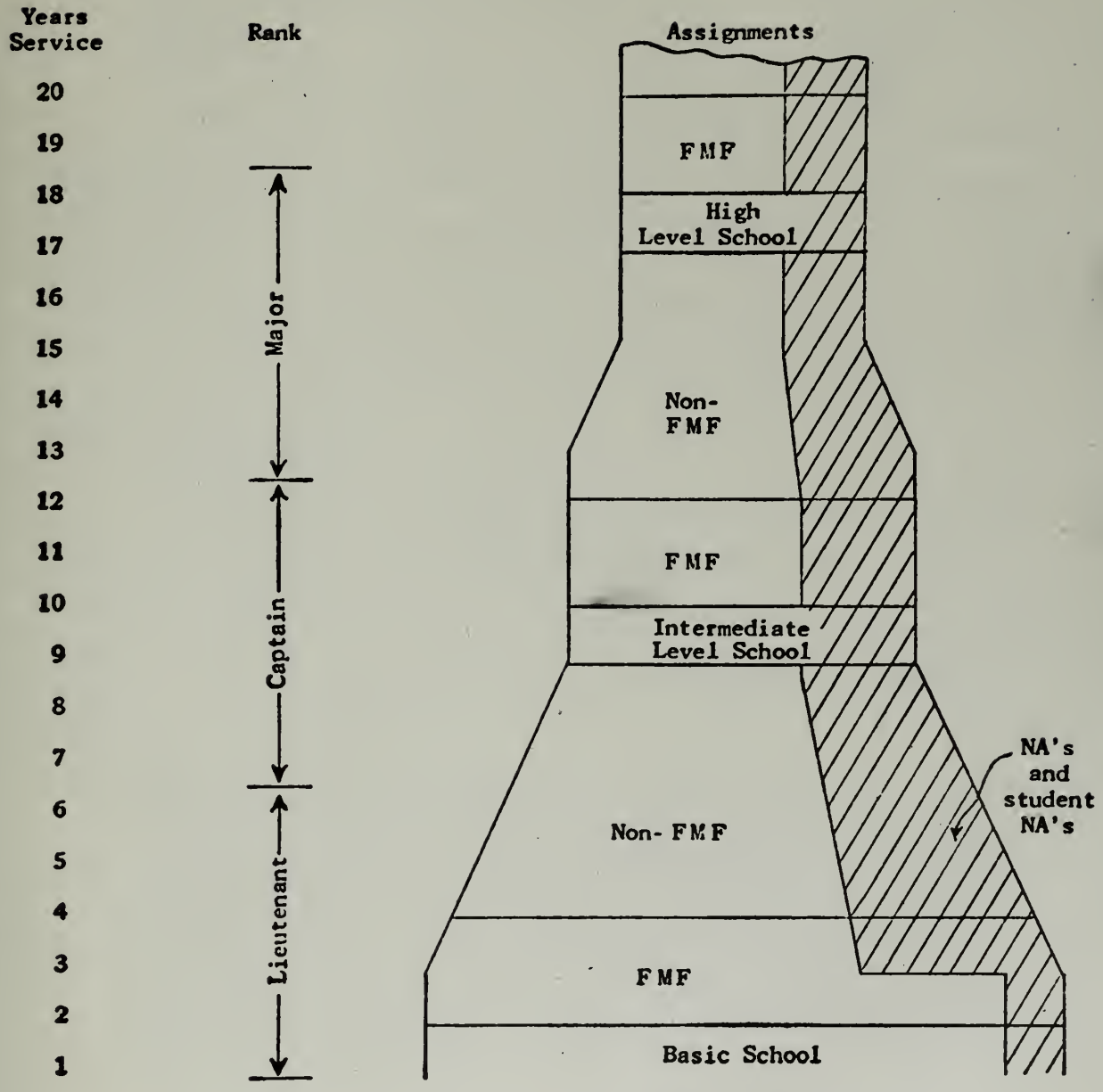

FIGURE 2. [illegible] PATH [illegible] STRICT U
[illegible] CURVE OFFICERS

Army Career Pattern

The Officer Personnel Act of 1947 establishes maximum periods of service in grade for Army officers as follows:

Second and First Lieutenant	7 years
Captain	7 years
Major	7 years

These are different from the corresponding periods established for the Navy, as shown in Table 2. Provision is made for promotion by selection to all grades but first lieutenant, and forced attrition occurs under rather complicated provisions involving age and years of service.

Basic Considerations

The Army has arrived at the same decision with respect to the need for a general background and a variety of duty assignments as has the Navy, although this decision was not based upon the Task Force principle. According to Colonel J. C. Fry,[14]

> There is no type of human endeavor where it is so important that the leader understand all phases of his job as that of the profession of arms. Everything concerning a soldier's existence: his ability, potentiality, and professional knowledge, as well as those matters which influence his personal welfare; his food, clothing, comfort, promotion, and in time of war his very life, depends upon his commander's knowledge and appreciation of the importance of all phases of his work.

Again, career planning emphasizes the need for preparation for high command, and for purposeful and ef-

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14. J. C. Fry, "Career Management for Officers," Armored Cavalry Journal, Mar.-Apr., 1949.

ficient expansion of the Army in time of national emergency.

> The development of an officer's capacity for responsibility in high command or staff positions is dependent to a large degree on his aptitude, ability, and the duty assignments he receives during the development stage of his career.[15]
>
> The career program consists essentially of "on the job" practical training, supplemented by formal school training, and is designed to take advantage of available and appropriate duty positions to train the maximum number of officers in command and staff functions. Successful administration is dependent upon the energetic cooperation of all officers in carrying out the planned rotation in assignments designed to produce well-rounded, practically experienced, and versatile officers capable of filling responsible positions in time of emergency. The program will eliminate repeated assignments to the same type of duty unless specialization is indicated, and will substitute therefor greater opportunity for deserving officers to gain experience in broad practical command and staff duties. In short, this program will give permanence to assignment patterns that have long been acknowledged as right and proper.[16]

The question of specialization has been given a great deal of attention by the Army. Generally, the career management program requires that an officer get a firm basic military foundation through approximately his first seven years of service. He will then enter some field of specialization, and will thereafter from time to time alternate between this field and other assignments. The officer must, however, be a specialist in the broad sense of the

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15. Career Management for Army Officers, Department of the Army, U.S. Government Printing Office, Washington, D.C., June 1948, p. 1.

16. Loc. cit.

word. "An Army like our own could not expand rapidly in time of war if all Regular Army officers were specialists in the narrow sense of the word."[17] Officers should have sufficient experience in personnel, training, tactics, operations, administration, and supply to weld the groups called into service in time of emergency into fighting units.

This policy may be clearly understood only in light of the organization of the Army into combat arms and services. The combat arms comprise the infantry, the artillery, and the armored-cavalry. The services include such branches as the Engineer Corps, the Quartermaster Corps, and the Medical Corps. Thus the officers of each branch are specialists in the duties of that branch; an officer does, however, gain broad experience through variety of assignment within his branch. In addition to having general qualifications within his branch, an officer may also specialize within his branch.

Officers newly appointed in certain services are detailed to one of the combat arms to gain the training essential to a well-rounded military career, and to obtain first-hand knowledge of the combat soldier's needs and requirements. This is the case with second lieutenants in the Corps of Military Police, Chemical Corps, Ordnance

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17. Ibid., p. 5.

Department, Transportation Corps, Quartermaster Corps, and Finance Department, who are detailed to one of the combat arms for their first year's service, inclusive of time spent in a service school.

The Master Plan

The Army has developed a general plan to be used by each branch as a guide in drawing its own detailed plan. There are four phases to this plan, as shown in Figure 4;[18] namely, the Junior Officer Period, the Command and Staff Period, the Field Grade Period, and the War Leaders phase.

Junior Officer Period

During this period an officer serves as a second and first lieutenant and must have the opportunity to develop and practice direct leadership of men. He will be afforded an opportunity for broad experience in his branch. He must learn the psychology of men, of human relations, and of wise management, as well as the potential that exists in army materiel. During this period all officers should finish the basic course, and many the advanced course, of their respective branch. Assignment will generally be to troop command and troop staff duty.[19]

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18. Ibid., p. 7.

19. Ibid., p. 10.

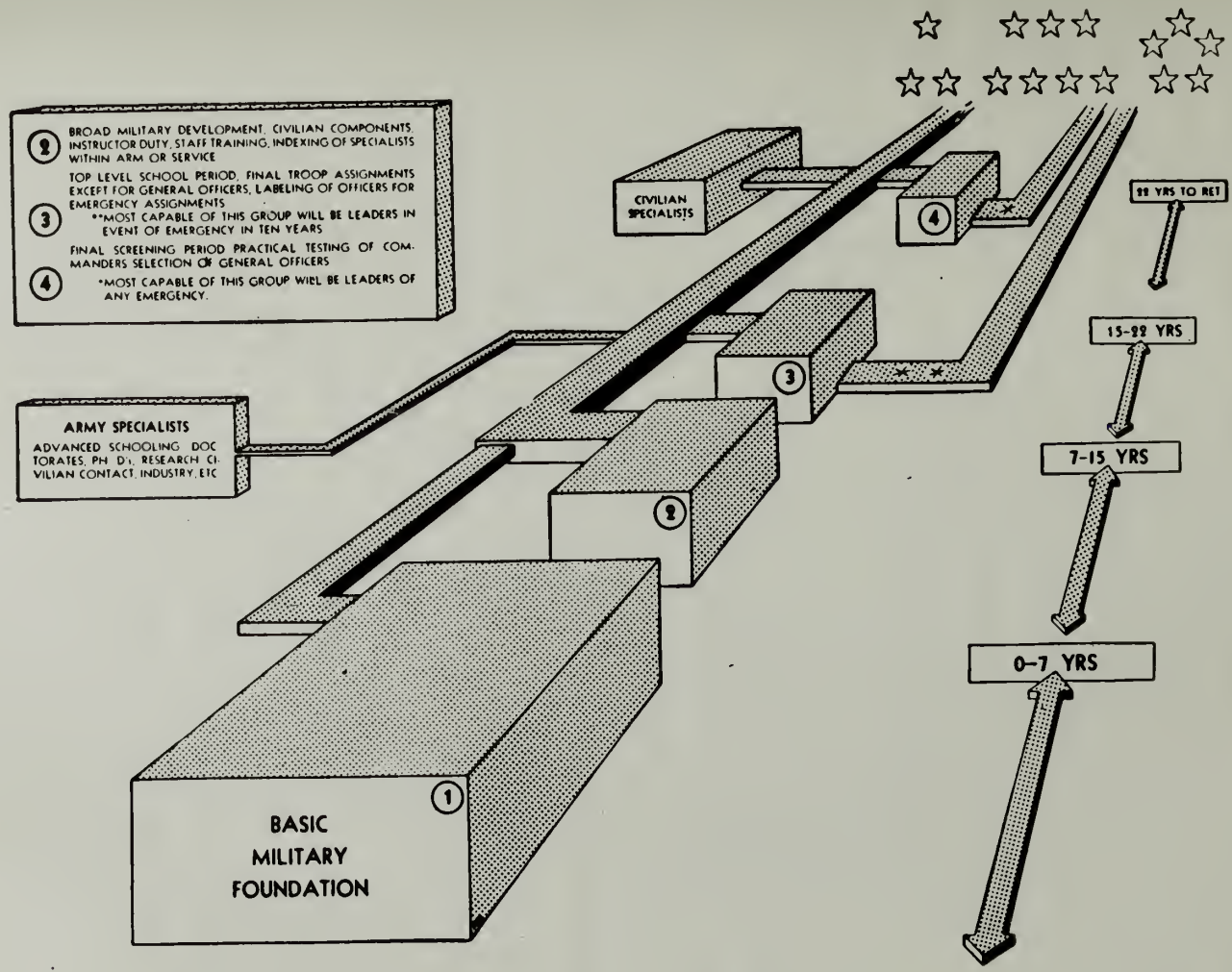
2 BROAD MILITARY DEVELOPMENT, CIVILIAN COMPONENTS, INSTRUCTOR DUTY, STAFF TRAINING, INDEXING OF SPECIALISTS WITHIN ARM OR SERVICE
TOP LEVEL SCHOOL PERIOD, FINAL TROOP ASSIGNMENTS EXCEPT FOR GENERAL OFFICERS, LABELING OF OFFICERS FOR EMERGENCY ASSIGNMENTS
3 **MOST CAPABLE OF THIS GROUP WILL BE LEADERS IN EVENT OF EMERGENCY IN TEN YEARS
FINAL SCREENING PERIOD PRACTICAL TESTING OF COMMANDERS SELECTION OF GENERAL OFFICERS
4 *MOST CAPABLE OF THIS GROUP WIEL BE LEADERS OF ANY EMERGENCY.
CIVILIAN SPECIALISTS
ARMY SPECIALISTS
ADVANCED SCHOOLING DOCTORATES, PH D's, RESEARCH CIVILIAN CONTACT, INDUSTRY, ETC
BASIC MILITARY FOUNDATION
1
2
3
4
22 YRS TO RET
15-22 YRS
7-15 YRS
0-7 YRS

FIGURE 4. OVERALL PLAN ON WHICH ARMY CAREER PROGRAM IS BASED

Command and Staff Period

This second phase covers the period from 8 to 14 years of service. As a captain, an officer will be given assignments such as troop command duty, schools, civilian component duty, staff duty, instructor duty, technical duty, etc., to broaden his experience. During this period officers will indicate their desires for specialization, and will establish their qualification for certain specialized assignments by actual performance of duty.[20]

Field Grade Phase

The third phase covers the period from 15 to 21 years of service. During this period an officer's career is determined by his interest and background, subject to the limitations of position vacancies. Through planned consecutive assignments, on the job training, special school courses, and tours of temporary duty with allied industries, he will receive specialized training in certain fields. A small number of highly selected officers will attend the top-level war colleges, either the Industrial College of the Armed Forces or the National War College. Career monitoring for all but a few of the most able officers will be completed after 21 years of service, at the end of this phase.[21]

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20. Loc. cit.

21. Ibid., p. 11.

War Leaders

The officers whose careers will be influenced by this last monitoring period represent the most able officers who are screened from the field grade period for additional tests and training. This period is especially designed to afford an opportunity for the ablest officers to be tested and trained in the all-important qualifications of troop command and high level staff and to give selected officers a final opportunity to check their knowledge of the possibilities of army materiel. It is from this group of officers that the program proposes to "graduate" the war leaders of tomorrow.[22]

Branch Career Plans

Each of the branches of the Army has developed career plans based upon the general career plan. The combat arms follow the phases of the general plan rigorously, but the services vary it to meet their particular needs. The objectives, training assignments, and school eligibility for infantry officer planning is clearly indicated in the infantry career plan, as shown in Figure 5.[23] From this basic plan, typical assignments for infantry officers may be worked out as shown in Figure 6.[24]

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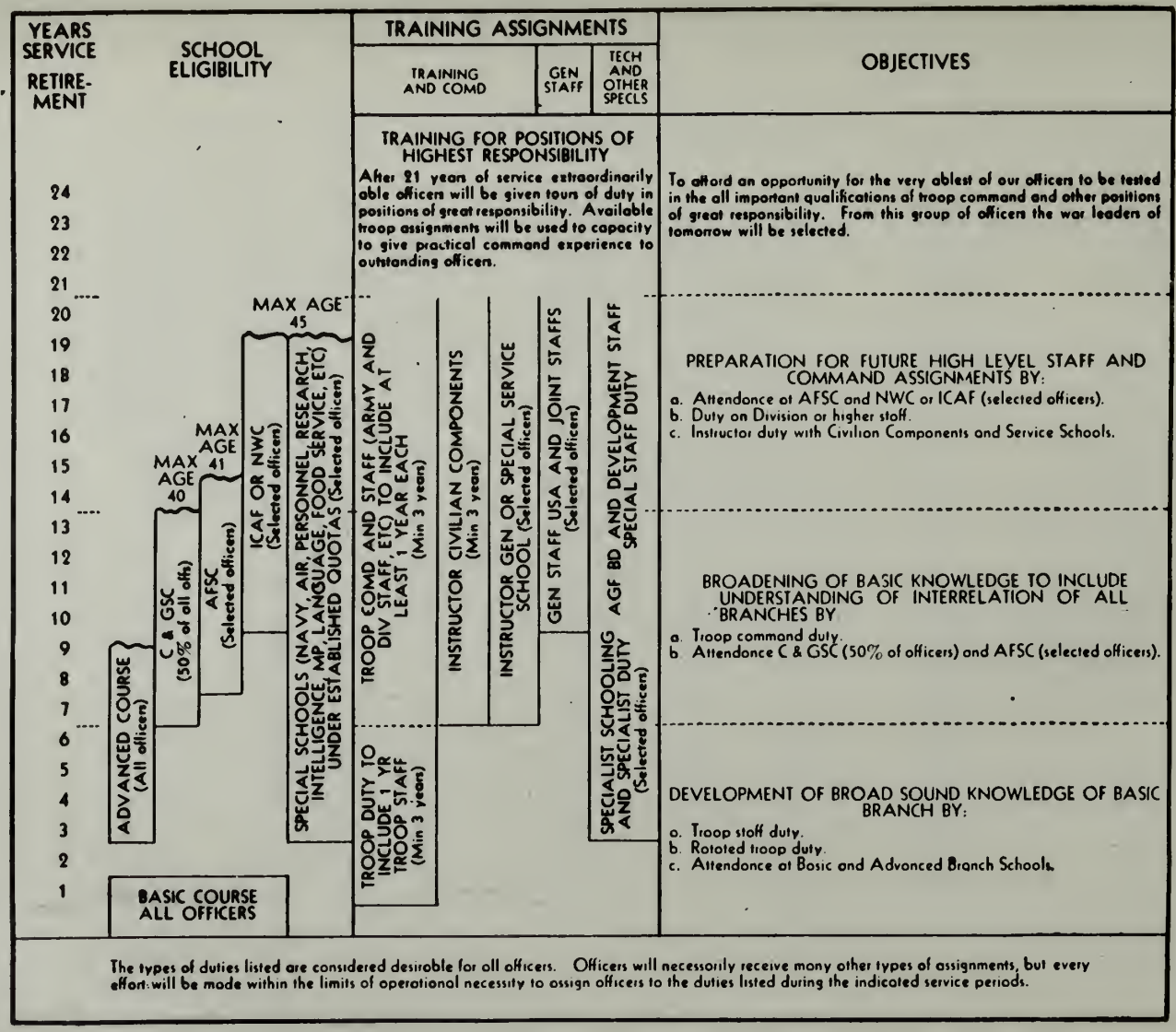
22. Ibid., p. 12.

23. Ibid., p. 14.

24. Ibid., p. 15.


YEARS SERVICE RETIREMENT
SCHOOL ELIGIBILITY
TRAINING ASSIGNMENTS
TRAINING AND COMD
GEN STAFF
TECH AND OTHER SPECLS
OBJECTIVES
TRAINING FOR POSITIONS OF HIGHEST RESPONSIBILITY
After 21 years of service extraordinarily able officers will be given tours of duty in positions of great responsibility. Available troop assignments will be used to capacity to give practical command experience to outstanding officers.
To afford an opportunity for the very ablest of our officers to be tested in the all important qualifications of troop command and other positions of great responsibility. From this group of officers the war leaders of tomorrow will be selected.
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4
3
2
1
MAX AGE 45
MAX AGE 41
MAX AGE 40
ADVANCED COURSE (All officers)
C & GSC (50% of all offs)
AFSC (Selected officers)
ICAF OR NWC (Selected officers)
SPECIAL SCHOOLS (NAVY, AIR, PERSONNEL, RESEARCH, INTELLIGENCE, MP, LANGUAGE, FOOD SERVICE, ETC) UNDER ESTABLISHED QUOTAS (Selected officers)
TROOP COMD AND STAFF (ARMY AND DIV STAFF, ETC) TO INCLUDE AT LEAST 1 YEAR EACH (Min 3 years)
INSTRUCTOR CIVILIAN COMPONENTS (Min 3 years)
INSTRUCTOR GEN OR SPECIAL SERVICE SCHOOL (Selected officers)
GEN STAFF USA AND JOINT STAFFS (Selected officers)
AGF BD AND DEVELOPMENT STAFF SPECIAL STAFF DUTY
SPECIALIST SCHOOLING AND SPECIALIST DUTY (Selected officers)
TROOP DUTY TO INCLUDE 1 YR TROOP STAFF (Min 3 years)
BASIC COURSE ALL OFFICERS
PREPARATION FOR FUTURE HIGH LEVEL STAFF AND COMMAND ASSIGNMENTS BY:
a. Attendonce at AFSC and NWC or ICAF (selected officers).
b. Duty on Division or higher staff.
c. Instructor duty with Civilian Components and Service Schools.
BROADENING OF BASIC KNOWLEDGE TO INCLUDE UNDERSTANDING OF INTERRELATION OF ALL BRANCHES BY
a. Troop command duty.
b. Attendonce C & GSC (50% of officers) and AFSC (selected officers).
DEVELOPMENT OF BROAD SOUND KNOWLEDGE OF BASIC BRANCH BY:
a. Troop staff duty.
b. Rotated troop duty.
c. Attendonce at Basic and Advanced Branch Schools.
The types of duties listed are considered desirable for all officers. Officers will necessarily receive many other types of assignments, but every effort will be made within the limits of operational necessity to assign officers to the duties listed during the indicated service periods.

FIGURE 5. INFANTRY OFFICER CAREER PLAN

Years Service	Second Lieutenant
1	Basic Officer's Course and Basic Course The Infantry School
2	Rifle Company
3	Troops - rotated in different type units in Infantry Regiment
	First Lieutenant
4	Troops
5	Advanced Course The Infantry School
6	Troops - Regimental and Battalion Staff
7	ditto
	Captain
8	Troops - Company Commander, Battalion or Regimental Staff
9	ditto
10	Command and General Staff College
11	Regimental, Division, or Corps Staff
12	ditto
13	Armed Forces Staff College
14	Instructor Service School; Army Corps or Division Staff
	Major
15	Instructor Service School; Army Corps or Division Staff
16	ditto
17	National War College or Industrial College of the Armed Forces
18	General Staff USA, Special Staff USA, Army or Division Staff
19	ditto
20	ditto
21	Civilian Components (continued to complete 3 year tour)

FIGURE 6. TYPICAL ASSIGNMENTS FOR INFANTRY OFFICERS

Evaluation

The Army's career management plan has been carefully designed, with close attention to the proximate and ultimate objectives at every stage. Perhaps the most evident potential weakness of the program is the placement of responsibility for rotation of officers through various types of duty upon local and field commanders. This rotation is necessary to provide the wide background of experience considered essential to the development of capable leaders. A commander's primary responsibility, however, is to keep his command functioning as efficiently as possible. Too frequent rotation of officers interferes with this objective; accordingly, a commander's responsibilities to maintain high efficiency may conflict with rotation of duty for his officers. This is, of course, a rather minor problem.

The Army officers detailed to the administration of the career management program seem to be pleased with the way it is operating. After contacting them personally, the Coast Guard liaison officer to the Chief of Naval Operations advised that "They are quite enthusiastic about their program and stated to me that the over-all program is working out well. They said it was accomplishing for an Army officer what everyone used to struggle to achieve by his own efforts. They are sold on their plan lock, stock, and barrel."[25]

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25. C. C. Knapp, Commander, USCG, personal letter dated 30 March, 1950.

CHAPTER III

CAREER PLANNING AND THE NATURE OF COAST GUARD DUTIES

Introduction

It has been stated that it is generally desirable for Coast Guard policies and procedures to be identical with or parallel to Navy policies and procedures wherever practicable. Career planning in the Navy has been presented in some detail in the previous chapter in order that consideration may be given to adapting to the Coast Guard such parts of it as may be applicable. It is immediately obvious, however, that numerous differences in organization, functions, size, etc., will require a survey of the objectives of career planning in the Coast Guard, and of the factors which must be considered in determining the means for attaining these objectives.

The Objectives of Career Planning

Career planning is but one phase of the administration of officer personnel, but it is directly concerned with almost every aspect of the functions of officer personnel administration. The aim of good personnel administration might be stated as the procurement, training, distribution, and assignment of officers, and the provision for such supplementary functions as promotion, retirement, records

and reports, morale, etc. as may be necessary to internal administration, in order to best fulfill the officer requirements of the service within the limits of the authorized personnel allowance. Of the four primary functions named, distribution need not be considered because it is fixed by the personnel allocation plan, which is dependent upon the operating facilities. Procurement is directly related to career planning, but is not considered in this study since career planning applies only to officers already commissioned. There remain but two of the primary functions, assignment and training, and it is these with which career planning is mainly concerned.

Within the functions of personnel administration, the objectives of career planning may be stated as follows:

1. To insure that every billet is filled by a qualified, competent officer.

2. To insure that personnel are trained or in training in order that qualified, competent personnel may be always available.

3. To insure that competent personnel are available and in training to fill key billets in the event of expansion for war or national emergency.

4. To provide for maximum utilization of the special abilities, skills, knowledge, experience, and interests of the individual officer.

5. To provide, insofar as possible, equal opportunity

for maximum realization of personal desires and objectives, and for individual satisfaction, as related to training and assignment.

The General Nature of Coast Guard Duties

A program designed to gain the objectives defined above must necessarily be developed within the framework of the duties which the Coast Guard performs. The primary duties of the Coast Guard are generally stated in the laws governing the Coast Guard as follows:

> The Coast Guard shall enforce or assist in the enforcement of all applicable Federal laws upon the high seas and waters subject to the jurisdiction of the United States; shall administer laws and promulgate and enforce regulations for the promotion of safety of life and property on the high seas and on waters subject to the jurisdiction of the United States covering all matters not specifically delegated by law to some other executive department; shall develop, establish, maintain, and operate, with due regard to the requirements of national defense, aids to maritime navigation, ice-breaking facilities, and rescue facilities for the promotion of safety on and over the high seas and waters subject to the jurisdiction of the United States; and shall maintain a state of readiness to function as a specialized service in the Navy in time of war.[1]

The four primary duties thus assigned to the Coast Guard by Act of Congress may be described briefly as law enforcement, administrative safety at sea functions, operational safety at sea functions, and military readiness. Although the promotion of safety at sea functions are not

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1. Title 14, U.S. Code, Section 2.

customarily divided in this fashion,[2] they are divided here for clarity in considering the nature of peacetime and wartime duties. The first three of the primary duties are basically peacetime duties, but they must be carried out in war as well as in peace. Certain aspects of each are enlarged and take on added importance in time of war or national emergency, and certain aspects are in themselves important in maintaining military readiness. According to Document Number 88 of the House Merchant Marine and Fisheries Committee of the U.S. House of Representatives, 1944,[3]

> It is becoming increasingly apparent that the difference between the Coast Guard's peacetime and wartime functions and responsibilities is primarily a difference in emphasis and objective, rather than in activities to be performed. It is true, of course, that some peacetime activities must be abandoned or curtailed in time of war and that some wartime duties have no counterpart in time of peace. But for the most part the mobilization of the Coast Guard for national defense represents a projection and modification of the Service's normal functions and activities.

The operational safety at sea function is intimately associated with military readiness and wartime duties because those elements of the Coast Guard which operate most closely with the Navy in war, and which therefore must primarily be concerned with military readiness, are the ships and aircraft which perform the operational safety at sea

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2. See Document Number 88 of the Committee on Merchant Marine and Fisheries of the U.S. House of Representatives, 1944.

3. Loc. cit.

functions. This is indicated by the inclusion, in the description of these functions in Section 2 quoted above, of the phrase "with due regard to the requirements of national defense." The primary implication for career planning is that the operational safety at sea functions are most closely related to the function of maintaining a state of military readiness.

The requirements of national defense, as represented by those tasks which may be assigned the Coast Guard by the Navy in time of war, determine the nature of the training and preparation necessary to maintain military readiness. Those surface and air units which may be called upon to operate with naval units must be prepared to perform their naval tasks competently. There must be similar administrative and operational organization. Policies and procedures relating to communications, logistics, personnel, etc., must integrate readily with those of the Navy. These requirements demand competence in naval practices and procedures, without requiring expertness in strictly Navy skills and techniques.

> In time of peace the Coast Guard is engaged primarily in the execution of civil functions which, in time of war, become for the most part military functions of the Navy. In its normal operations, the Coast Guard acquires a special aptitude for the performance of certain ones of those activities. In time of war it is, therefore, able to provide ships and men, organized and trained in naval procedure, capable of relieving the Navy of heavy responsibility in this field of operations. The personnel of the Coast Guard enter the naval juris-

diction as a body of experts in their own field, rather than as a body of expert naval officers.[4]

Two conclusions which carry important implications for career planning may be drawn from the above consideration of Coast Guard duties. First, the Coast Guard performs important functions which are largely independent of considerations of national defense. Second, the national defense functions allocated to the Coast Guard are directly related to, and stem logically from, peacetime functions. There is an important corollary to this second conclusion with respect to officer training. It was shown in Chapter II that the Navy adheres to the task force principle of fighting wars, and that this principle is important in determining the kind of training which naval officers receive. The Coast Guard does not customarily operate under the task force principle, so Coast Guard officers do not need to be trained to command combined forces in combat. Thus training for high operational command may be minimized, and training for high command directed toward administrative command. Accordingly, the emphasis of the Coast Guard's training program should be different from that of the Navy's program, and adequate consideration must be given to peacetime duties in the light of the stated objectives of career planning.

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4. A Plan for the Procurement and Education of Coast Guard Officers, U.S. Coast Guard, 1947, p. 3.

The Types of Coast Guard Duty

The primary functions of the Coast Guard as prescribed by law have already been noted. Within each of these primary functions have developed a multitude of tasks, encompassing an extremely broad span of activity. In actual performance, however, tasks have not been separated according to the primary function in which they may be classified. A given unit, for example, may perform tasks associated with each of the primary functions of law enforcement, safety at sea, and military readiness. As a result, Coast Guard duties have been categorized according to the type of duty performed, such as aviation, aids to navigation, marine engineering, etc., and officer personnel assignments are classified according to these types of duty. The nature of these types of duty is of primary importance to career planning.

The various types of duty to which officers are assigned, and the numerical distribution of officers among them for fiscal year 1950, according to grade, is shown in Table 3.

There are billets afloat as well as ashore for two of the types of duty shown in Table 3-general assignment and naval engineering; all other billets are ashore. The division of billets in general assignment and naval engineering is shown in Table 4.

Because these types of duty are not categorized in

TABLE 3

DISTRIBUTION OF OFFICERS BY TYPES OF DUTY FOR FISCAL YEAR 1950

Grade	Type of Duty											
	GEN	A	B	C	D	E	F	G	H	I	J	TOTAL
Flag or Captain	5							1				6
Captain	87	3	2	1	1	1	1	15	3	14		128*
Commander	131	10	18	2	2	2	3	10	2	38	1	219
Lieutenant Commander	148	9	25	8	11	13	6	63	17	404	2	707
Lieutenant	196	14	65	16	7	2	18	29	12	101	13	473
Lieutenant (j.g.) and Ensign	292	1	105	9	6	9	3	65	2	62		554
Total	859	37	215	36	27	27	31	184	36	619	16	2087

Column Key - Type of duty

GEN. General assignment
A. Aids to Navigation
B. Aviation
C. Communications
D. Aeronautical Engineering
E. Civil Engineering
F. Electronics Engineering
G. Naval Engineering
H. Finance and Supply
I. Merchant Marine Safety
J. Legal

"*Includes sixteen billets which may be filled by rear admiral or captain."

TABLE 4.

ALLOWANCE OF OFFICERS AFLOAT AND ASHORE IN GENERAL ASSIGNMENT AND NAVAL ENGINEERING

	General Assignment		Naval Engineering	
	Ashore	Afloat	Ashore	Afloat
Flag or Captain	5		1	
Captain	78	9	15	
Commander	86	45	10	
Lieutenant Commander	60	88	24	40
Lieutenant	74	122	23	6
Lieutenant (J.G.) and Ensign	33	259	9	56
Total	336	523	82	102

accordance with the primary functions, officers assigned to a given type of duty may actually be performing duties related to any one or all of the primary functions, or to any combination of them. It would be an oversimplification to divide categorically those particular types of duty which involve military readiness from those which have no responsibility for military readiness nor need for competence in naval skills; however, it may be said generally that general assignment, aviation, and naval engineering duties are those most closely related to military readiness.

In considering the above billet distribution, cer-

tain factors are of interest to planning. The first is that there is some flexibility in the allowance table even under steady conditions. A given billet, such as engineer officer of a certain class of cutter, may be designated as a lieutenant commander's billet. This is done primarily on the basis of experience, the requirements of the billet being considered equivalent to the competence and skill generally attributed to an officer of the grade of lieutenant commander. This is the logical method of making this determination, lacking job and billet analysis and detailed evaluation of officer qualifications. The Ebasco report made mention of the need for job information, stating "Applicable to the Coast Guard are certain sound general principles of organization, briefly stated as follows: ....Every position in every organization should be clearly prescribed in writing."[5] Without factual job specifications, however, billets may in some instances be readily altered to meet the situation; this may prove most useful under changing conditions. It would be entirely possible, in the example of the engineer officer cited above, that promotions made according to the lineal list would leave a shortage of qualified engineers in the grade of lieutenant commander. Under these circumstances, the allowance table might be altered to conform to conditions

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5. Study of United States Coast Guard, January, 1948, Ebasco Services Incorporated, New York: p. 12.

as they actually exist. This is indeed what has been done since the recent war, and must continue to be done for some time because of the considerable number of officers commissioned during the war who are qualified for special types of duty only. An effective career planning system, with the long range planning which it would make possible, should permit the establishment of allowances which would remain steady under stable operating conditions.

Another factor of interest which is apparent from the allowance table is that the flow of officers from one grade to the next, within the various types of duty, is very irregular. If all officers assigned to a given type of duty were to perform only that type of duty thereafter, an impossible situation would exist because flow of promotion at the normal rate would disrupt the billet structure. For example, in naval engineering there are 65 lieutenant (junior grade) and ensign billets, 29 lieutenant billets, and 64 lieutenant commander billets; yet the over-all percentage of lieutenants authorized by law is slightly less than two-thirds of the percentage of lieutenants (junior grade) and ensigns, and the percentage of lieutenant commanders is about three-fourths that of lieutenants. Assuming approximately equal periods of service in each of these grades, it is apparent that the situation is impossible if all naval engineering officers perform naval engineering duty only. A considerable number of naval engineer

lieutenants must be assigned to some other type of duty, to be reassigned to naval engineering duty as lieutenant commanders -- in practice, this would involve rotating practically all of the lieutenants to other types of duty, rather than assigning certain of them to other duties during their entire service in the grade of lieutenant. This situation applies in every type of duty, to greater or less extent; rotation of officers among the various types of duty is essential, although a certain amount of this variation may be taken up by adjustment of the allowance table. Whether or not this rotation is desirable is considered in the next chapter.

CHAPTER IV

SPECIALIZATION AND OFFICER TRAINING

Introduction

The problem of specialization within the Armed Forces has been referred to frequently in the foregoing chapters. It has been shown that one of the objectives of personnel management is to develop officers with broad backgrounds of experience and training. The emphasis in each instance is placed upon the development of highly competent officers, trained to assume positions of high command and great responsibility.

In each of the services, however, this basic policy is qualified to some degree. In the Navy, this qualification takes the form of staff corps, engineering duty, aeronautical engineering duty, and special duty officers, and in the policy that each unrestricted line officer should have a specialty in addition to his broad qualifications. In the Army, the various branches represent a first step toward specialization, and within each branch officers are expected to have a specialty. The Marine Corps has a supply corps, and each unrestricted officer has a primary MOS (military occupational specialty) and a secondary MOS. The Air Force has no arms or services, nor any engineering

duty or other types of special duty officers, and no staff corps. An Air Force officer, however, is assigned to duty according to his functional field, as Command, Supply, Operations, Aircraft Maintenance, etc. Each officer's specialty is indicated by his MOS. In reality, each of the services has a very considerable degree of specialization.

The groundwork for the consideration of the problem of specialization in the Coast Guard has been laid in the preceding chapter. The next step is to examine the duties of the Coast Guard in some detail, as realistically as possible, in order to determine the bold outlines of the blueprint for career plans. The question to be answered is whether or not Coast Guard officers should be specialists, and if so, to what degree?

The Nature of Specialization

It is evident from a brief review of the various types of duty upon which officer assignments are based that these types of duty are equivalent to civilian occupations. In fact, many of these types of duty represent not one, but several occupations, and within each of these occupations are a large number of jobs. For example, legal duty includes, in addition to military law, such branches of the legal profession as admiralty law and contracts. Naval engineering includes electrical engineering, naval architecture, construction, maintenance and repair, and many other divisions, each of which may be further sub-divided. General

assignment, in addition to seamanship, includes a multitude of specialties such as gunnery, personnel, public information, hydrography, intelligence, administration, and law enforcement. Each of these branches may be further divided, and this circumstance exists within each of the various types of Coast Guard duty.

In civilian life, a lawyer concentrates upon civil law, or criminal law, or some particular aspect of those fields. An engineer specializes in design, operation, or repair of gas engines, or of diesel engines, or turbines. A personnel man may specialize in selection and placement, in testing, or counseling, or training. In general, it may be said that when an officer is assigned to a particular type of duty, instead of being assigned to a specialty he is in reality being assigned to one, or perhaps several, broad occupational fields which cover a wide variety of jobs. A civilian may spend his lifetime concentrating on one aspect of his occupation, but the Coast Guard officer is expected, theoretically, to be able to step into almost any billet established for his grade, and perform competently.

A Naval Reserve officer, after his release from active duty following the recent war, described this situation very colorfully with respect to the Navy:

> To demonstrate how awkward the Navy's career-officer program is, it might be pointed out that not one Academy graduate, be he '06 or '46, can possibly know

> so much as he is supposed to know about ship design, aerodynamics, engineering -- civil, mechanical, industrial, marine, aviation, electrical, steam, ballistic -- the tidal characteristics of Baffin Bay, law -- international, admiralty, military, civil, criminal, commercial -- quantum mechanics, atomic physics, comparative philosophies, protocol, personnel management, the liberal arts, rivers and waterways, business administration, statecraft and politics, rocket- and jet-propulsion, athletics, tactics and strategy and logistics, history, applied psychology, et alii ad infinitum. This sounds like satirical exaggeration, but is on the contrary a sober, literal, hopelessly incomplete transcription of some of the varied branches of human knowledge in which U.S. naval officers are charged with a competence, and are so burdened because they are being primed for a John Paul Jones navy instead of a Chester W. Nimitz navy.[1]

Precisely the same things could be said about the Coast Guard officer, with perhaps a few substitutions. The Ebasco organization, for example, reported as follows:

> The activities of the Coast Guard have become more complex with addition of functions and expansion of field of activities. The effect upon personnel from the viewpoint of skill qualifications, which came with change from sail to steam in the last century, was small compared to the impact of many changes in tools and job assignments developed in the last few years. To meet new and additional demands made upon it for service, the Coast Guard has had to increase extensively the number of specialized jobs of persons engaged in its multi-functional activities.[2]

In other sections of the report it was stated that:

> The performance of the Coast Guard's multi-functional activities now requires officer personnel trained and experienced in the fields of business administration, engineering, aviation, communication, education, law,

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1. Maynard Kniskern, "Officer Specialization and the Postwar Navy, U.S. Naval Institute Proceedings, August, 1946.

2. Study of United States Coast Guard, January, 1948, Ebasco Services Incorporated, New York, p. 185.

> finance, personnel, and public relations, in addition to the older basic fields related to the earlier major interest of the Coast Guard in naval engineering and construction, oceanography, and training for duty as a line officer.[3]

> ...The requirements for specialization are growing. Extension of present functions, advancements in mechanization, increase of new automatic devices, changes to establish better fiscal controls, adjustments in methods to provide standards of efficiency, necessitate increased employment of men trained specifically for given specialized assignments.[4]

It is obvious that sheer numbers and variety of types of duty preclude any individuals ever becoming competent in them all.

Another factor, in addition to the increasing complexity of the Coast Guard's multi-functional activities, has reinforced the trend toward specialization. This is the major shift in emphasis in Coast Guard activities from sea to shore which has occurred during the past decade.

> Whereas the Coast Guard was once engaged almost exclusively in the operation of craft along the coast and at sea, the predominate scope of Coast Guard functions is now centered on land, in the air, and on inland lakes and rivers. The trend from sea to land seems destined to continue, placing added emphasis on specialization of personnel to perform increasingly specialized activities.[5]

While this statement would not withstand critical scrutiny with respect to the contention that Coast Guard activities

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3. Ibid., p. 35.

4. Ibid., p. 201.

5. Ibid., p. 18

are now "centered" on land, in the air, and on inland lakes and rivers, there has been a very definite trend from sea to land. There is also no certainty that the trend will continue, since the assumption of the duties of the Bureau of Marine Inspection and Navigation, which provided the major impetus to the trend, is now complete. A shift in Coast Guard tasks might also reverse the trend to the land, but the trend toward specialization will surely continue in any case.

Whether the word "specialist" is applied to certain officers or not, it is apparent that specialization exists and is increasing, that it is necessary and desirable, and that every officer eventually becomes a specialist of one sort or another, be it in designing electronic equipment or standing deck watches.

There is one common denominator, however, to all types of duty -- that is the value of, in fact the absolute need for, shipboard experience on general assignment duty. Knowledge of Coast Guard organization, procedures, methods of operation, and personnel, and understanding of the practical problems of the operating facilities and their capabilities and limitations, are essential to thorough preparation for the other types of duty. According to a memorandum from the Commandant, U.S. Coast Guard, to the Secretary of the Treasury, "...There is no specialty in the Coast Guard that does not require a close association with

ships and seagoing men. It follows, therefore, that any officer, prior to pursuit of a specialty should be understandingly cognizant of the material, physical, spiritual and other aspects of the seagoing profession."[6]

What Degree of Specialization?

The question which naturally arises next is "To what degree should an officer specialize?" It has already been shown that the allowance table would not generally permit the continuation of an officer in a given type of duty, with the exception of general assignment, for the remainder of his career after once being assigned therein. It would be possible in a few cases, however, if desirable. Some insight may be gained concerning the problem of degree of specialization by considering it in the light of the objectives of career planning.

The first objective is to insure that every billet is filled by a qualified, competent officer. An officer becomes best qualified for a given billet by serving in subordinate billets in the same type of duty. It is axiomatic that specialization increases competence in the specialty, and progression of officers through the various billets of a specialty with increasing rank is the best means of preparation for the higher ranking, more responsible billets. This also applies to the attainment of the second objective, which is to insure that personnel are trained or in training in order that qualified, competent

personnel may be always available.

The third objective is to insure that competent personnel are available and in training to fill key billets in the event of expansion for war or national emergency. The reasoning above applies to this objective also, but the creation of additional billets some time in the future must also be considered. The nature of these billets is certain to be generally the same as the nature of peacetime billets, but the percentage distribution may be drastically different. It may be, for example, that the number of key billets in general assignment may increase five-fold, where key assignments in other types of duty may increase only two-fold. This, of course, would make it necessary to train the greatest number of officers for those types of duty wherein the expansion is the greatest. This is a matter which could not be resolved in this study because of the unavailability of the mobilization billet structure, but it is one which must receive full consideration. If the tasks assigned the Coast Guard were similar to those which it performed during the recent war, and it is reasonable to assume that they would be, the greatest expansion would be in general assignment duties; training and experience in these duties, accordingly, is given additional significance by this objective.

The fourth and fifth objectives of career planning, namely, to provide for optimum utilization of the individual officer, and to provide for maximum personal satisfaction,

definitely support specialization. According to the Ebasco report, "The work of every person in the organization should be confined, as far as possible, to the performance of a single leading function."[7] People like to do those things which they can do well. A competent aeronautical engineer, for example, desires to increase his competence in his specialty, and to make use of his skill, knowledge, and experience in his chosen field of interest. This leads to job satisfaction, as well as to maximum utilization of manpower.

Use of the objectives of career planning as the criteria for determining the degree of specialization desirable leads to the conclusion that specialization should be the maximum permitted by the physical characteristics of the billet structure. The only exception to this, and there is no certainty that it is an exception, is the need for training officers to fill key billets in the event of expansion for war or national emergency. Actually this is not a question of the desirability of specialization, because expertness is as essential in preparation for wartime billets as any other, but is solely a matter of numbers of officers required to fill the key wartime billets.

Because of the characteristics of the billet structure, specialization would not require each officer to serve in only one type of duty -- indeed, in many cases this

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7. Op. cit., p. 12.

would not be possible. This provides for flexibility in individual career planning, which is desirable since individuals are motivated differently at various times. The need for some rotation of officers between different types of duty to meet the requirements of the billet structure can be satisfied by such shifts.

In its practical application, the problem of specialization reduces to the establishment of a policy governing rotation of duty. Such rotation may be confined to billets within a given specialty, or within a given type of duty, or it may be from one type of duty to another, thus determining degree of specialization; it may also be on an afloat-ashore basis. The Coast Guard presently maintains a system of rotating officers between assignments at sea and ashore; the over-all objective is to pro-rate duty time between billets afloat and ashore. This necessarily means that all officers who are specialists in any type of duty which does not find practical application afloat, such as law, civil engineering, finance, etc., are being assigned out of their specialties by the ashore-afloat rotation system. (Aviators are excluded because they are not subject to rotation afloat.)

In 1947, in the booklet A Plan for the Procurement and Education of Coast Guard Officers, a career pattern was laid out with alternate sea and shore duty periods of equivalent length through the 25th year of

service. This was not practicable in 1947, and it is not practicable now, because of the low percentage of billets afloat, particularly in the grades above lieutenant. If 30% of the billets for a given grade are ashore, it is obvious that the average amount of sea duty which officers in that grade may expect is but one year in five. This is clearly shown for each grade in Table 5. All aviation billets are excluded from this computation.

TABLE 5.

RATIO OF BILLETS AFLOAT TO BILLETS ASHORE, FISCAL YEAR 1950
(EXCLUDING AVIATION)

Grade	Billets Ashore	Billets Afloat	Percent Afloat	Average Years Afloat
Captain	116	9	7	1 in 14
Commander	154	45	23	1 in 4
Lieut. Commander	544	128	19	1 in 5
Lieutenant	278	128	31	1 in 3
Lieutenant (j.g.) and Ensign	134	315	70	3½ in 5
	1226	625	34	

Practical limitations very definitely affect the operation of the afloat-ashore system of rotation. The Ebasco study referred to other factors which must be taken into consideration:

> Basic changes in the work load for performance by Coast Guard personnel, accompanying the trend from

> sea to shore imposes serious burdens of adjustment upon the rotation system. Growth in specialization of jobs to be done and marked shifts in nature and relative importance of activities which call for different kinds of training routines to improve the skill and experience level of personnel, increase the difficulty of making direct application of rules of rotation.[8]

In line with this attitude concerning specialization, the Ebasco organization recommended a departure from the ashore-afloat system of rotation, and the adoption of a rotation system designed to permit maximum specialization. Specifically, the Ebasco report recommended that the Coast Guard

> ....Segmatize rotation, as has been done for the most part with aviation officers, in other specialties as well as line duty assignments.
>
> With such segregation, the groups of specialists, segregated by reason of their specialty from line officers, would have a rotation program designed to meet observed requirements for their development and advancement as Coast Guard officers. To enable specialists to become better, more rounded professionals, it is essential they be given opportunity to gain experience and improve skills and techniques in various areas concerned with their specialty.[9]

This line of reasoning may be investigated further to determine what would be the effect of complete segmentation upon the afloat-ashore rotation system, assuming that the billet structure might be designed to permit this. Such a system would involve rotating to duty afloat only those officers in naval engineering and general assignment;

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8. Op. cit., p. 185.

9. Op. cit., p. 201.

this in itself is not a logical procedure, because there are specialists within both types of duty for whom there are no appropriate billets afloat, e.g. in engineering design and administrative management. If specialization were carried to its logical extreme, disregarding the types of duty segmentation, only those officers concerned with the actual operation of ships would be eligible for rotation to duty afloat, and most of their careers would be spent afloat. However, for purposes of illustrating the shift in ratio of sea-shore duty, the effect of applying rotation only to general assignment and naval engineering is shown in Table 6. In the grade of lieutenant commander, for example, it is seen that the average number of years served afloat is three in five when only general assignment and naval engineering officers are rotated afloat; comparing this with Table 5, it may be seen that this ratio is only one in five when all officers (exclusive of aviators) are rotated afloat.

Complete segmentation of aviation officers, up to the time their seniority requires their separation from aviation duty, is standard practice. This practice is difficult to rationalize inasmuch as no other specialty is similarly segregated. There are, however, at least two lines of argument supporting this segregation; first, flying involves motor skills in which proficiency must be maintained at a certain level through frequent exercise of

TABLE 6

RATIO OF BILLETS AFLOAT TO BILLETS ASHORE, GENERAL ASSIGNMENT AND NAVAL ENGINEERING ONLY, FISCAL YEAR 1950

Grade	Billets Afloat	Billets Ashore	Percent Afloat	Average Years Afloat
Captain	9	93	9	1 in 11
Commander	45	96	32	1 in 3
Lieut. Commander	128	84	60	3 in 5
Lieutenant	128	97	57	3 in 5
Lieutenant (j.g.) and Ensign	315	42	88	8 in 9
	625	412	60	

those skills. Yet aviation officers assigned to administrative billets sometimes get so little exercise in flying that they could readily get an equivalent amount even though assigned to duty afloat. The Navy is actually assigning aviation officers to deck duty afloat at this time. Officers so assigned maintain their flying proficiency by flying during in-port periods. The advisability of adopting a similar policy might be considered by the Coast Guard, although a surplus of aviators would be essential to such a plan. This would, of course, be a trend away from specialization rather than toward it, but would be consistent with current policy regarding rotation. It would also serve to prepare aviators for their return to general assignment duty

upon completion of active flying. A second argument supporting segregation of aviation is that aviation duty is operational in nature, just as is duty afloat, so that experience and training equivalent to that gained at sea is gained in aviation duty. While this may be acceptable, flying experience is not sea-going experience, and is not primarily maritime.

The attitude of the Coast Guard toward segmentary rotation for all specialties, as with aviation, is not in agreement with the recommendations of Ebasco. This attitude is stated in a memorandum from the Commandant to the Secretary of the Treasury:

> The need for specialization within the Service is well recognized and many recent actions of the Service reflect this recognition. The Coast Guard, however, does not agree that specialization should be carried to the extreme, and even beyond, to the extent of establishing complete segmentation of specialist personnel. It is true that at the present time aviation personnel rotate within that specialty, but unless there is a marked increase in Coast Guard aviation, the day is rapidly approaching when a number of officers assigned thereto will reach the top of the aeronautical organization and reassignment elsewhere will be necessary. This same situation prevails potentially in any field of specialization and is the primary reason why the Coast Guard must temper not only the extent of fields of specialization, but also the exclusive utilization of an individual within any particular specialty.[10]

Before attempting to reach any conclusions as to degree of specialization, there remains another approach

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10. Op. cit., Attachment IX.

to the question which might, in some instances, assume greater significance than the criteria which have been examined. It is a different approach to the fifth objective previously considered, that of providing equal opportunity for maximum realization of personal desires and objectives, and involves the problem of equivalent management of personnel. There are three aspects of this approach, all of them somewhat inter-related; they are equality of opportunity to qualify for promotion, to attain high command, and to enjoy "preferred" assignments.

Qualifications for promotion are, fortunately, flexible. Traditionally, qualification for promotion has been measured by knowledge of subjects related to general duty, such as seamanship, navigation, ordnance and gunnery, and regulations, plus a basic knowledge of subjects which have now come to be distinguished as types of duty, such as law, communications, and engineering. The level of proficiency required in these subjects prior to the war was not, however, as high as that which would be expected of a specialist in these fields. It was not within the scope of this study to consider what the qualifications for promotion should be, or what would be the best method of determining those qualifications, but equal opportunity to meet the requirements for promotion is an important factor in determining the degree of specialization desirable.

If an officer were to specialize in a particular

type of duty, and perform that type of duty exclusively over a period of years, he would not be in a favorable position for taking promotion examinations based upon general duty subjects. Practically, such examinations would have little meaning in terms of that officer's qualifications for promotion to higher grades for service in his specialty, since qualification should be measured in terms of the requirements of the duties to be performed in the higher grade.

The central fact apparent in considering specialization with relation to the criterion of equal opportunity for promotion is that the promotion requirements must be based upon the realities of the duty assignment policies, rather than that the assignment policies be determined by the requirements for promotion. The Navy has solved this problem by providing for examination of specialists only in their specialty, and for competition for selection only among themselves. The Coast Guard is in a different situation with regard to promotion, because the only grade to which officers are promoted by selection is that of rear admiral; promotion to all other grades is on the basis of qualification, officers being considered for promotion in the order of precedence. Without selection there is no competition, so measurement of qualification is simplified. Whatever the method of determining qualification for promotion, all officers should be afforded equal opportunity to meet the requirements.

Ideally, all officers should have equal opportunity to attain high command, which is concomitant with high rank. It may be assumed that all officers aspire to flag grade, but of course it is impossible for all officers to become rear admirals. A glance at the allowance table on page 60 reveals that there are several types of duty for which no flag officers are authorized, and therefore a specialist in one of these types of duty could not aspire to flag grade without reverting to general assignment.

Looking at the billet distribution in the grades below rear admiral, it is obvious that the same situation exists with respect to top billets in several types of duty. In aviation, for example, there are seventeen commander's billets, but only two captain's billets. The majority of the aviation commanders must shift to general assignment, or to some other type of duty, upon being promoted to the grade of captain. The billet structure definitely limits the extent to which officers in the various types of duty, if specialized, have equality of opportunity for high command.

Equalization of assignments is an extremely important morale factor, but is similarly difficult to isolate with respect to specialization. Traditionally, assignments are classified as preferred or not depending upon whether they are to shore or sea duty. The officer who has more sea duty than his contemporaries is likely to feel that

he has not received equal consideration in assignments. As has been shown, general assignment and naval engineering are the only types of duty which have billets afloat, so if officers in other types of duty were not rotated afloat, this unbalance would then purposely become much greater than it is now incidentally. In practice, almost every officer has his own idea of what is preferred duty. Thus, under a rotation policy which attempts to give all officers equivalent amounts of sea and shore duty, there is no assurance that this equality of assignment results in an optimum over-all level of morale and job satisfaction. To the extent that practical considerations make it possible to assign officers to that type of duty which they prefer, this variation in preference would be helpful in equalizing assignments. At any rate, purposeful assignment to types of duty in accordance with individual preference should help to achieve maximum job satisfaction and optimum morale.

The conclusions reached above as to the degree of specialization desirable may be summarized as follows:

1. The maximum possible degree of specialization is desirable in the attainment of the first, second, fourth, and fifth objectives of career planning.

2. The third objective, that of readiness to fill key billets in the event of war, also requires maximum specialization, modified as necessary to meet the require-

ments of the wartime billet structure.

3. It is an impossibility, in view of the billet structure, for all officers to specialize to the maximum degree.

4. In practice, degree of specialization is controlled by the system of rotation of duty. The present system of ashore-afloat rotation reduces specialization for most types of duty, but prorates duty ashore and afloat; segmentary rotation would permit maximum specialization, but would prevent pro-rating duty ashore and afloat.

5. Equality of opportunity for promotion need not interfere with maximum specialization.

6. Equality of opportunity for high command would be reduced by maximum specialization in certain types of duty.

7. Equalization of sea and shore duty assignments would be impossible with maximum specialization, but this could possibly result in an increase in total morale rather than a decrease.

Conclusions Concerning Specialization

There is no need for a decision as to whether officers should specialize in the various types of Coast Guard duty -- specialization is a fact, not only in terms of types of duty, but also in special fields within duty types. For optimum performance of the tasks of the Coast Guard, specialization is not only desirable, it is essential. All

officers, however, regardless of the specialty upon which they may eventually concentrate, should have basic training in general assignment duty afloat.

Taking all factors into consideration, a single, over-all degree of specialization cannot be established for all types of duty and specialties. In general, it may be concluded that the degree of specialization desirable is the maximum obtainable within the practical, physical features of the billet structure, modified as may be necessary to ensure the availability of competent personnel to fill key wartime billets.

The Nature and Objective of Training

It has been seen that training is an essential procedure in attaining the objectives of career planning. The objective of training is to insure that competent personnel are always available to fill all billets. This must include availability of personnel to fill key billets during mobilization.

The Coast Guard employs two basic types of training: on the job, and formal. On the job training is herein understood to include not only that training and experience gained by actual performance of duty, but also training through correspondence courses, student engineering training, preparation of junior officer's journals, and short technical courses of instruction in such subjects as merchant marine inspection, fire fighting, anti-submarine tactics,

or operation of certain types of equipment. Formal training means only that training gained through assignment to a school, civilian or military, where the officer's primary duty is that of student. Both types of training are essential to a well-rounded training program. How much formal training is desirable is a matter of policy which must depend upon considerations of available funds and of availability of officers for assignment to training.

> The matter of postgraduate training, both as regards the number of officers in training and the fields in which training is conducted, is one that receives constant attention from the Coast Guard. The specialized training of officers is necessarily closely keyed to future and foreseeable Service requirements, consequently, the postgraduate training program is open to constant revision.[11]

The determination of what training is required for each billet should be the first step in designing a training program. This in turn is dependent upon the nature of the duties to be performed by the officer filling a given billet, and these duties can be accurately described only as a result of job analysis. Without job analysis, a training program must necessarily be based upon the personal knowledge of the officers responsible for designing the program. It may be that this is sufficient in an organization the size of the Coast Guard.[12] Without adequate job information, however ob-

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11. What the Coast Guard Is Doing About the Ebasco Report, U.S. Coast Guard, 15 December, 1948, Attachment CA.

12. See J. P. Martin, "Job and Billet Analysis in the United States Coast Guard," Unpublished Master's Thesis, Stanford University, 1949.

tained, the need for training and the nature and extent of the training required cannot be accurately determined. To go a step further, it is likewise impossible to determine the number of officers who should be trained each year, in each specialty, in order to achieve the objective of having competent personnel always available to fill all billets. Accordingly, the treatment given the training program herein was limited to a consideration of the existing formal training schedule in order to determine to which type of duty each training course may be allocated.

The Current Training Program

The advanced and specialized training program for the fiscal year 1951 is as follows:[13]

A. General Assignment duty:

1. Business administration course, 2 years, open to officers of the grade of lieutenant commander or below.
2. Administration and management course, 1 year, open to officers of the grade of lieutenant commander or below.
3. Administration and management, 12 weeks at the U. S. Air Force special staff school at the Air University, open to officers of the grade of commander or above.

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13. Personnel Circular No. 62-49, "Advanced and Specialized Training; Request for Applications," U.S. Coast Guard, 29 November, 1949.

4. Oceanography, 18 months' course.
5. Personnel administration and training, one year.
6. Strategy and Tactics Course, Naval War College, 10 months, grade of commander or above.
7. Logistics Course, Naval War College, 10 months, grade of commander or above.
8. Staff course, Armed Forces Staff College, 5 months, grade of commander or above.
9. National War College course, 10 months, grade of captain.

B. Aviation duty:

1. Flight training, 14 months, grade of lieutenant or below, and less than 28 years of age.

C. Communications duty:

1. Communications course, Naval Postgraduate School, 1 year, grade of lieutenant commander or below.

D. Aeronautical engineering duty:

1. Aircraft maintenance engineering, 9 months, open to aviators of the grade of lieutenant and below, less than 30 years of age.
2. Industrial and engineering administration (aeronautical), Air Force Institute of Technology, 2 years.

E. Civil engineering duty:

1. Civil engineering course, 1 year, grade of lieutenant commander or below.

F. Electronics engineering duty:

1. Electronics engineering course, 2 years.

2. Electronics maintenance course, 1 year.

G. Naval engineering duty:

1. Naval construction and marine engineering, 3 years, preference to officers who have completed shipboard student engineering training.

2. Radiological defense engineering, 3 years.

H. Finance and supply duty:

1. Accounting course, 2 years, grade of lieutenant commander or below.

2. Supply course at Navy Supply Corps School, 9 months, grade of lieutenant or below.

I. Merchant Marine safety duty:

1. Merchant marine industry training, 1 year, grade of lieutenant commander or lieutenant.

2. Naval construction and marine engineering, 3 years, preference to officers who have completed shipboard student engineering training.

J. Legal duty:

1. Law course, 2 years.

The stages of officer's careers at which they may be assigned to training duty are roughly determined by the qualifications required for the various courses. Only officers of the grade of commander or above, for instance, may be assigned to the courses at the Naval War College. Only

officers less than 28 years of age, and of grade of lieutenant or below, are eligible for assignment to flight training. As a matter of policy, officers who have completed two years of service may be considered for flight training. For other courses, there is considerably more latitude in the length of service required. The Navy's Pye Board stated that "Five years is considered the length of time required for a graduate to acquire sufficient general experience to make postgraduate courses profitable."[14] This is acceptable as a general rule.

For certain courses, practical experience in the specialty is considered desirable prior to assignment to training, in order to insure a genuine interest and aptitude for the specialty. For example, candidates for assignment to training in naval construction and marine engineering should have completed student engineering training aboard ship. Practical experience in electronics is desirable prior to training in electronics engineering.

Certain courses such as business administration, and personnel administration and training, are available to officers of the grade of lieutenant commander or below. Officers should not be assigned to such courses as these too early in their careers, however, because they will not be eligible for assignment to billets involving a general application of this training until they have gained a number of years of experience.

Cognizance must be taken of matters such as those mentioned above in constructing career plans.

CHAPTER V

CONSTRUCTION OF CAREER PLANS

Introduction

The two preceding chapters have dealt with certain of the fundamental problems with which career planning is concerned, including the nature and types of Coast Guard duty, and officer specialization and training. Before any typical career plans may be designed, however, two more important factors must be investigated. These are the "normal" career pattern, or the average pattern of advancement through the various grades with respect to length of service in grade, and the policy which should be followed with respect to length of tours of duty. With these established, typical career plans may be constructed.

The Normal Career Pattern

The normal career pattern for a Coast Guard officer is a very uncertain quantity. No maximum nor minimum length of service required in any grade is established by law or regulation, except that an ensign shall be eligible for promotion to lieutenant (junior grade) after three years' service in grade.[1] No exact time is specified for

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1. Title 14, U.S. Code, Section 223(c).

retirement or other separation from the active list, except that retirement shall be compulsory upon reaching age sixty-two.[2] For the average officer, who is commissioned ensign when approximately twenty-three years of age, this defines a career which may total about thirty-nine years in length. Within these limits, wide variations in career patterns are possible, and do occur. The factors which govern these variations are almost entirely external, and are largely beyond the control of current administrative procedures.

There is legal authority for involuntary retirement and separation of officers from the active list in the laws governing the Coast Guard,[3] primarily to provide for the retirement of officers who have completed thirty years of service. This provision has been invoked in relatively few cases, but is available in the event that the rate of promotion becomes unduly slow. The principal factors governing the rate of promotion are, as has been stated, external. First among these is the total number of commissioned officers on active duty. If this total increases from year to year, promotion is accelerated, as may be seen from Table 7. This table shows the number of promotions which may be made from each grade by virtue of the commissioning of 100 ensigns.

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2. Title 14, U.S. Code, Section 230.

3. Title 14, U.S. Code, Section 235.

TABLE 7

EFFECT OF INCREASING COMMISSIONED OFFICER STRENGTH BY 100 ENSIGNS

Grade	Officers Promoted
Rear Admiral	----
	↑
Captain	0.75
	↑
Commander	6.75
	↑
Lieutenant Commander	18.75
	↑
Lieutenant	36.75
	↑
Lieutenant (junior grade)	61.50
TOTAL	124.50

If the total number of officers remains the same or decreases, promotion is retarded. The fact that the Coast Guard has increased tremendously in size since 1915 has insured a fairly satisfactory rate of promotion, although not a constant rate. While some officers have had to serve ten or twelve years in a given grade, they have served correspondingly short periods in other grades. The formation of the Coast Guard through the amalgamation of the Revenue Cutter Service and the Life Saving Service in 1915, World War I, consolidation with the Lighthouse Service in 1939, World War II, and amalgamation with the Bureau of Marine Inspection and Navigation, have all resulted in increases in the officer complement. Growth from the amalgamation with the Bureau of Marine Inspection and Navigation

is still taking place, for promotion purposes, and will continue for approximately twenty years longer. This and the other factors which govern the rate of promotion are considered in detail in the Appendix, in which the method of determining a normal career pattern is described. The normal career pattern, as so determined, is shown in Table 8.

TABLE 8

THE NORMAL CAREER PATTERN

Grade	Years' Service In Grade	Years' Total Service
Ensign	3	3
Lieutenant (junior grade)	3	6
Lieutenant	7	13
Lieutenant Commander	7	20
Commander	7	27
Captain and Rear Admiral	8*	35*

*The figures for captain and rear admiral represent averages, but are not valid for prediction because of variability in time of retirement, which may occur at any time after completing 30 years' service up to the attainment of age 62.

Normal Tours of Duty

The average lengths of tours of duty, in each of the various grades, have not been officially specified by the Coast Guard. The length of tour can be determined as a matter of policy, within the limitations prescribed by

certain considerations.

First is the requirement for an adequate background of experience. In the first three years of service, for example, this involves gaining as broad experience as possible in the duties of junior officers aboard ship, and as broad experience as practicable in various types of Coast Guard ships. According to the Holloway Board,

> The ability to fit quickly and effectively into new surroundings and fill new responsibilities is a prime requisite in the characteristics of a Naval Officer. The selection of men, outstanding in this quality of adaptability, is important. Frequent shift of duties will provide a means for measurement of adaptability and for intelligent selection. Short assignments will afford opportunity for officers to grow in experience more rapidly and attain competence at an earlier age.[4]

The second consideration is excellent performance of duty. This requires that an officer serve in a billet for a reasonable length of time after learning how to do the job, rather than be transferred soon thereafter for the purpose of broadening experience. Excellent performance may also, under certain circumstances, be hindered by retaining an officer in a given billet for too long a period of time. The Holloway Board report states:

> The opportunity for individual growth by experience in varied assignments is essential. War experience has demonstrated that an officer can reach high performance on one assignment in about a year. While

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4. Study of the Proper Form, System, and Method of Education of Officers of the Postwar United States Navy, Part III. September 29, 1945.

> high ship efficiency can be attained when officers remain in billets for long periods, such assignments do not prepare an officer for wide responsibility.[5]

The third consideration is that of training personnel for key wartime billets. This requirement demands a certain rotation of duty, which may control the length of time to be served in a particular billet.

The physical structure of the allowance tables is a determining factor in establishing tours of duty. For example, suppose it is considered that, for proper training and experience, all lieutenant commanders should spend three years of their service in this grade on sea duty. If the length of service in grade is six years, and only one-third of the lieutenant commander billets are afloat, it is impossible for each officer to have three years of sea duty.

The last factor to be considered is that of morale. Repeated short tours of duty may be injurious to morale because of the frequent necessity of moving to a new station, and because of lack of time to become thoroughly proficient in a job, thus depriving the individual of real job satisfaction. On the other hand, extended tours of duty may be injurious to morale because they deprive an officer of the opportunity to gain wide experience, and thus prepare for more responsible billets.

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5. Loc. Cit.

It may be seen that a number of factors must be given consideration in determining length of tours of duty, and that the relative importance of these factors depends in large measure upon the type of duty, the billet, and the individual involved. Accordingly, it is unrealistic to prescribe a definite length of tour of duty as ideal for all billets in a given grade. It is, however, definitely desirable to establish an average length as preferable for these normal tours.

On the basis of experience, and in consideration of the factors described above, the normal tours of duty for career planning purposes were established as shown in Table 9. These tours represent the length of time normally served in a given assignment, except that in the grade of ensign the tour afloat should be served in more than one assignment.

TABLE 9

LENGTH OF NORMAL TOURS OF DUTY

Grade	Years Ashore	Years Afloat
Ensign	-	3
Lieutenant (junior grade)	2*	2
Lieutenant	3	2
Lieutenant Commander	3	2
Commander	4	1
Captain	4	1

*Except assignment to Loran duty 1 year

Typical Career Plans

All of the factors involved in the construction of career plans have now been considered. The plans which follow as Figures 7 through 18, inclusive, have been designed in accordance with the conclusions reached. They merely present samples of the courses which officers' careers may take, and will serve as models after which other careers may be patterned.

No effort was made to carry planning beyond the thirtieth year of service for two reasons: the uncertainty of the time of retirement after completing thirty years of service, and the relative fixity of the billets to which officers are assigned at this stage of their careers. These billets will be, in general, the same as those occupied by officers after twenty-five years of service.

At those stages in the following assignment patterns which indicate rotation to general assignment duty, typical assignments may be found at the same stage of the patterns developed for general assignment duty.

It is emphasized that the above plans were designed without access to the billet structure, and without knowledge of the mobilization billet structure. While the plans are not necessarily incorrect because of this, some re-modeling of them would doubtless be desirable.

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	Watch and division	Watch and division
	2	officer - Cutter	officer - Cutter
	3	Do. - Tender	Do. - Tender
Lieut.(jg)	4	C.O. Loran Station	District - operations
	5	Training Station -	Do.
	6	Instructor	Dept. head or exec.
Lieut.	7	Dept. head or exec.	officer
	8	officer	Oceanography course
	9	Headquarters -	Oceanographic institute
	10	Personnel	Do.
	11	Do.	Do.
	12	Dept. head or exec.	Dept. head, Ice Patrol
	13	officer, or C.O.	cutter
Lt. Comdr.	14	Pers. Admin. Course	Headquarters - operations
	15	Training Station -	Do.
	16	Personnel	Do.
	17	Do.	Exec. officer or C.O.
	18	Exec. officer or C.O.	Do.
	19	Do.	Oceanographic Institute
	20	Headquarters -	Do.
Commander	21	Admin. Mgt.	Do.
	22	Do.	Do.
	23	Do.	Commanding Officer
	24	Commanding Officer	District - Operations
	25	Director, Institute	Do.
	26	Do.	Do.
	27	Do.	Do.
Captain	28	Do.	Commanding Officer
	29	Commanding Officer	Headquarters - operations
	30	District Commander	Do.

FIGURE 7 - ASSIGNMENT PATTERNS FOR GENERAL ASSIGNMENT DUTY (I)

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	Watch and division	Watch and division
	2	officer - cutter	officer - cutter
	3	Do. - tender	Do. - Tender
Lieut. (jg)	4	Recruiting duty	C.O. Loran station
	5	Do.	District - merchant
	6	Dept. head or exec.	marine inspection
Lieut.	7	officer	Dept. head or exec.
	8	Academy - instructor	officer
	9.	Do.	Business administration
	10	Do.	course
	11	Dept. head or exec.	Headquarters - Admin.
	12	officer, or C.O.	management
	13	Headquarters -	Do.
Lt. Comdr.	14	personnel	Dept. head or exec.
	15	Do.	officer, or C.O.
	16	Exec. officer or C.O.	Inspection duty
	17	Do.	Do.
	18	C. G. Base	Do.
	19	Do.	Exec. officer or C.O.
	20	Do.	Do.
Commander	21	Naval War College	Headquarters - budget
	22	Exec. officer or C.O.	Do.
	23	Headquarters - planning	Do.
	24	and control staff	Do.
	25	Do.	Commanding officer
	26	Do.	Armed Forces Staff College
	27	Commanding officer	Headquarters - Planning
Captain	28	District - chief of	and Control
	29	staff	Do.
	30	Do.	Do.

FIGURE 8 - ASSIGNMENT PATTERNS FOR GENERAL ASSIGNMENT DUTY (II)

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General Assignment
	2	Do.	Do.
	3	Do.	Do.
Lieut.(Jg)	4	Loran station	Training station
	5	District - operations	Do.
	6	Do.	Dept. head or exec. officer
Lieut.	7	Tender - Exec. officer	
	8	Do.	District - aids to navigation
	9	Headquarters - Aids to Navigation	Do.
	10	Do.	Tender - exec. officer
	11	Depot - Exec. officer	Do.
	12	Do.	Academy - instructor
	13	Dept. head or exec. officer	Do.
Lt. Comdr.	14	District - Aids to Navigation	Do.
	15	Do.	Dept. head or exec. officer
	16	Tender - C.O.	Depot - Exec. officer
	17	Do.	Do.
	18	Receiving Center - Exec. officer	Do.
	19	Do.	Tender - C.O.
	20	Do.	Do.
Commander	21	Commanding officer	Headquarters - Aids to navigation
	22	Headquarters - Aids to Navigation	Do.
	23	Do.	Do.
	24	Do.	Commanding officer
	25	Commanding officer	District - chief of staff
	26	Do.	Do.
	27	Do.	
Captain	28	Do.	
	29	Do.	
	30	Commanding officer	

FIGURE 9 - ASSIGNMENT PATTERNS FOR AIDS TO NAVIGATION DUTY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General assignment
	2	Do.	Do.
	3	Do.	Flight training
Lieut. (jg)	4	Flight training	Air station
	5	Air station	Do.
	6	Do.	Air station
Lieut.	7	Air station	Do.
	8	Do.	Do.
	9	Headquarters - search	Repair and supply base
	10	and rescue	Do.
	11	Do.	Do.
	12	Air station	Air station
	13	Do.	Do.
Lt. Comdr.	14	Do.	Do.
	15	Electronics test	Headquarters - search
	16	station	and rescue
	17	Do.	Do.
	18	Headquarters - aviation	Air station
	19	division	Do.
	20	Do.	Do.
Commander	21	Air station	District - operations
	22	Do.	Do.
	23	Do.	Do.
	24	District - air officer	Do.
	25	Do.	Sea - executive officer
	26	Do.	Training station - exec.
	27	Do.	officer
Captain	28	Headquarters - aviation	Do.
	29	division	Do.
	30	Do.	Headquarters - operations

FIGURE 10 - ASSIGNMENT PATTERNS FOR AVIATION DUTY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General assignment
	2	Do.	Do.
	3	Do.	Do.
Lieut. (jg)	4	Communications course	Loran station
	5	District - communica-	Communications course
	6	tions Do.	Dept. head or exec. offi-
Lieutenant	7	Dept. head or exec	cer Do.
	8	officer	District - communica-
	9	Headquarters -	tions Do.
	10	communications	Do.
	11	Do.	C. G. Base
	12	Training Station	Do.
	13	Do.	Do.
Lt. Comdr.	14	Do.	Dept. head or exec. offi-
	15	Dept. head or exec.	cer Do.
	16	officer	Headquarters -
	17	Radio Washington	communications
	18	Do.	Do.
	19	Do.	Academy - instructor
	20	District -	Do.
Commander	21	communications	Do.
	22	Do.	Exec. officer or C.O.
	23	Do.	District - Auxiliary
	24	Exec. officer or C.O.	Do.
	25	Headquarters -	Do.
	26	communications	Do.
	27	Do.	Commanding officer
Captain	28	Do.	Training station - C.O.
	29	District - chief of	Do.
	30	staff	Do.

FIGURE 11 - ASSIGNMENT PATTERNS FOR COMMUNICATIONS DUTY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General assignment
	2.	Do.	Do.
	3	Do	Flight training
Lieut. (jg)	4	Flight training	Air station
	5	Air station	Do.
	6	Do.	Air station
Lieut.	7	Maintenance engr.course	Do.
	8	Aircraft repair and	Maintenance engr. course
	9	supply base	Air station
	10	Do.	Do.
	11	Air station - engr.	Do.
	12	officer	Aircraft repair and
	13	Do.	supply base
Lt. Comdr.	14	Headquarters - aviation	Do.
	15	engineering	Headquarters - aviation
	16	Do.	engineering
	17	Indust. and engr. admin.	Do.
	18	Aircraft repair and	Air station
	19	supply base	Do.
	20	Do.	Do.
Commander	21	Headquarters - aviation	Air force liaison
	22	engineering	Do.
	23	Do.	Do.
	24	Do.	Aircraft repair and
	25	Aircraft repair and	supply base
	26	supply base	Do.
	27	Do.	Do.
Captain	28	Do.	Area inspector
	29	Headquarters - aviation	Do.
	30	division	Do.

FIGURE 12 - ASSIGNMENT PATTERNS FOR AERONAUTICAL ENGINEERING DUTY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General assignment
	2	Do.	Do.
	3	Do.	Do.
Lieut. (jg)	4	Loran station	District - operations
	5	Depot - exec. officer	Do.
	6	Do.	Civil engr. training
Lieutenant	7	Civil engr. training	Headquarters - civil
	8	District - civil	engineering
	9	engineering	Do.
	10	Do.	Tender - exec. officer
	11	Headquarters - civil	Do.
	12	engineering	District - civil
	13	Do.	engineering
Lt. Comdr.	14	Tender - exec. officer	Do.
	15	Do.	Headquarters - civil
	16	District - civil engr.	engineering
	17	Do.	Do.
	18	Do.	Dept. head or exec.
	19	Headquarters - civil	officer
	20	engineering	District - civil
Commander	21	Do.	engineering
	22	Do.	Do.
	23	Academy - maintenance	Do.
	24	Do.	Base - commanding
	25	Do.	officer
	26	Do.	Do.
	27	Headquarters - civil	Do.
Captain	28	engineering	Commanding officer
	29	Do.	District - chief of
	30	Do.	staff

FIGURE 13 - ASSIGNMENT PATTERNS FOR CIVIL ENGINEERING DUTY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General assignment
	2	Do.	Do.
	3	Do.	Do.
Lieut. (jg)	4	Loran station	District - communica-
	5	Electronics engr.	tions Do.
	6	course	Electronics maint. tr.
Lieutenant	7	Headquarters - electr.	C. G. Yard
	8	engineering	Do.
	9	Do.	Do.
	10	Department head -	Department head - cutter
	11	cutter	Do.
	12	Electronics test sta-	District - electronics
	13	tion Do.	engineering
Lt. Comdr.	14	Do.	Do.
	15	District - Electronics	Headquarters - electr.
	16	engineering	engineering
	17	Do	Do.
	18	Dept. head or exec.	Dept. head or exec.
	19	officer	officer
	20	Headquarters - electr.	District - electronics
Commander	21	engineering	engineering
	22	Do.	Do.
	23	Do.	Do.
	24	Electr. test station	Training station
	25	Do.	Do.
	26	Do.	Do.
	27	Do.	Do.
Captain	28	Headquarters - electr.	Commanding officer
	29	engineering	Headquarters - opera-
	30	Do.	tions Do.

FIGURE 14 - ASSIGNMENT PATTERNS FOR ELECTRONICS ENGINEERING DUTY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General Assignment	General Assignment
	2	Do.	Do.
	3	Do.	Do.
Lieut. (jg)	4	C. G. Base	Loran station
	5	Do.	C. G. Yard
	6	Naval Constr. and	Do.
Lieut.	7	Marine Engr. course	Cutter - ass't. engr.
	8	Do.	officer
	9	Engr. Officer - cutter	District - engineering
	10	Do.	Do.
	11	Headquarters - naval	Do.
	12	engineering	C. G. Yard
	13	Do.	Do.
Lt. Comdr.	14	District - engineering	Do.
	15	Do.	Cutter - engr. officer
	16	Do.	Do.
	17	Engr. officer - cutter	C. G. Base - engineering
	18	Do.	Do.
	19	Academy - instructor	Do.
	20	Do.	Headquarters - naval
Commander	21	Do.	engineering
	22	Do.	Do.
	23	Yard - plans	Do.
	24	Do.	District - engineering
	25	Do.	Do.
	26	Do.	Do.
	27	Headquarters -	Do.
Captain	28	naval engineering	C. G. Yard - industrial
	29	Do.	manager
	30	Do.	Do.

FIGURE 15 - ASSIGNMENT PATTERNS FOR NAVAL ENGINEERING DUTY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General assignment
	2	Do.	Do.
	3	Do.	Do.
Lieut. (jg)	4	Training station	C. G. Base
	5	Do.	Do.
	6	Supply course	Supply course
Lieut.	7	Supply depot	District - finance and
	8	Do.	supply
	9	Do.	Do.
	10	District - finance	Accounting course
	11	and supply	Headquarters - finance
	12	Do.	Do.
	13	C. G. Yard - supply	Do.
Lt. Comdr.	14	Do.	Area inspector
	15	Do.	Do.
	16	Headquarters - supply	Do.
	17	Do.	District - finance and
	18	Do.	supply
	19	Supply depot	Do.
	20	Do.	Supply depot
Commander	21	Do.	Do.
	22	Do.	Do.
	23	District - finance	Do.
	24	and supply	Headquarters - finance
	25	Do.	and supply
	26	Do.	Do.
	27	Headquarters - finance	Do.
Captain	28	and supply	Area inspector
	29	Do.	Do.
	30	Do.	Do.

FIGURE 16 - ASSIGNMENT PATTERNS FOR FINANCE AND SUPPLY DUTY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General Assignment
	2	Do.	Do.
	3	Do.	Do.
Lieut. (jg)	4	Merchant marine safety	Merchant marine safety
	5	indoctrination and	indoctrination and
	6	varied duties	varied duties
Lieut.	7	Dept. head or exec.	Naval construction and
	8	officer	marine engineering
	9	Marine inspection	training
	10	office	Engineering officer -
	11	Do.	cutter
	12	Industry training	Headquarters - merchant
	13	Dept. head or exec.	marine safety eng.
Lt. Comdr.	14	officer	Do.
	15	Headquarters - merchant	Marine inspection office -
	16	marine safety	engineering
	17	Do.	Do.
	18	Marine inspection	Engineering officer -
	19	office	cutter Do.
	20	Do.	Headquarters - merchant
Commander	21	Do.	marine safety eng.
	22	Exec. officer or C.O.	Do.
	23	Headquarters - merchant	Do.
	24	marine safety	Marine inspection office
	25	Do.	Do.
	26	Do.	Do.
	27	Marine inspection	Do.
Captain	28	office	Headquarters - merchant
	29	Do.	marine safety
	30	Do.	Do.

FIGURE 17 - ASSIGNMENT PATTERNS FOR MERCHANT MARINE SAFETY

Estimated Grade	Years' Service	Pattern A	Pattern B
Ensign	1	General assignment	General assignment
	2	Do.	Do.
	3	Do.	Do.
Lieut. (jg)	4	Loran station	District - operations
	5	Law training	Do.
	6	Do.	Dept. head or exec. offi-
Lieutenant	7	Dept. head or exec.	cer Do.
	8	officer	Law training
	9	Headquarters - legal	Do.
	10	Do.	District - legal
	11	Do.	Do.
	12	District - legal	Do.
	13	Do.	Dept. head or exec. offi-
Lt. Comdr.	14	Do.	cer Do.
	15	Dept. head or exec.	Headquarters - legal
	16	officer	Do.
	17	Headquarters - legal	Do.
	18	Do.	Academy - instructor
	19	Do.	Do.
	20	Academy - instructor	Do.
Commander	21	Do.	Do.
	22	Do.	District - legal
	23	Do.	Do.
	24	District - legal	Do.
	25	Do.	Do.
	26	Do.	Commanding officer
	27	Do.	Headquarters - legal
Captain	28	Headquarters - legal	Do.
	29	Do.	Do.
	30	Do.	Do.

FIGURE 18 - ASSIGNMENT PATTERNS FOR LEGAL DUTY

Development of a Master Career Plan

From an inspection of the typical career plans for each of the various types of duty, it may be seen that there are certain phases that parallel one another in each of these plans. All have a common junior officer phase with general assignment duty afloat. Following that, there is a period of shore duty which may or may not lead to specialist duty - except for aviation, in which flight training may be taken after only two years of service.

At about five years of service, the trend to specialization is definite, with advanced and specialized training beginning. From that point through the grade of lieutenant commander, technical training and specialization is at a maximum.

At about twenty years of service, upon reaching the grade of commander, the trend is away from specialization to broader assignments in command or higher staff billets. There is, of course, a certain amount of over-lapping between phases.

These three phases, and their principal characteristics, appear to be as follows:

1. The Basic Period -

This period covers the first five years of commissioned service, in the grades of ensign and lieutenant (junior grade). The officer receives general experience and training through assignment to general

duty afloat as watch and division officer. Broad experience is gained by rotation through the various departments aboard ship at intervals of approximately six months, and by assignment to duty on at least two different types of ships. All officers should receive student engineering training, and training in short courses such as damage control, loran, anti-submarine warfare, etc. as practicable. The officer has opportunity to apply the knowledge which he has gained in training, to test his capabilities, and to learn techniques of leadership. After two years, those officers who desire flight training may apply for it. At the end of the third year, the officer is assigned to his first shore duty. He has an opportunity to become better acquainted with Coast Guard duties in order to be able to make an intelligent choice of a field of specialization.

2. The Technical Period -

This phase covers the period from the sixth through the twentieth years of service, in the grades of lieutenant (junior grade), lieutenant, and lieutenant commander. The officer selects his field of specialization, if he has not already done so, and concentrates upon it, with occasional rotation to other duty to maintain competence in general Coast Guard skills. The officer may be assigned to postgraduate training.

At sea, the officer serves as department head or as executive officer aboard cutters, or as commanding officer of patrol craft and tenders. Ashore, assignment is to duty on a staff, or as an instructor.

3. The Command and Staff Period -

This phase includes the remainder of an officer's career after his twentieth year of service, in the grades of commander, captain, and rear admiral. Assignment is, in general, to less technically specialized, more administrative duties, such as command and top staff billets in the district offices and at Headquarters, and at other shore units. At sea, assignment is to executive officer or command billets aboard the large cutters. Tours of duty are longer, in order to make full use of abilities which have been developed through long experience. Further training and education is available through courses at the Naval War College, the Armed Forces Industrial College, the Armed Forces Staff College, and the National War College.

The phases of the master career plan, the training program, and the types of duty are graphically illustrated in Figure 19. The broken lines separating the various types of duty indicate the relative freedom of movement among them.

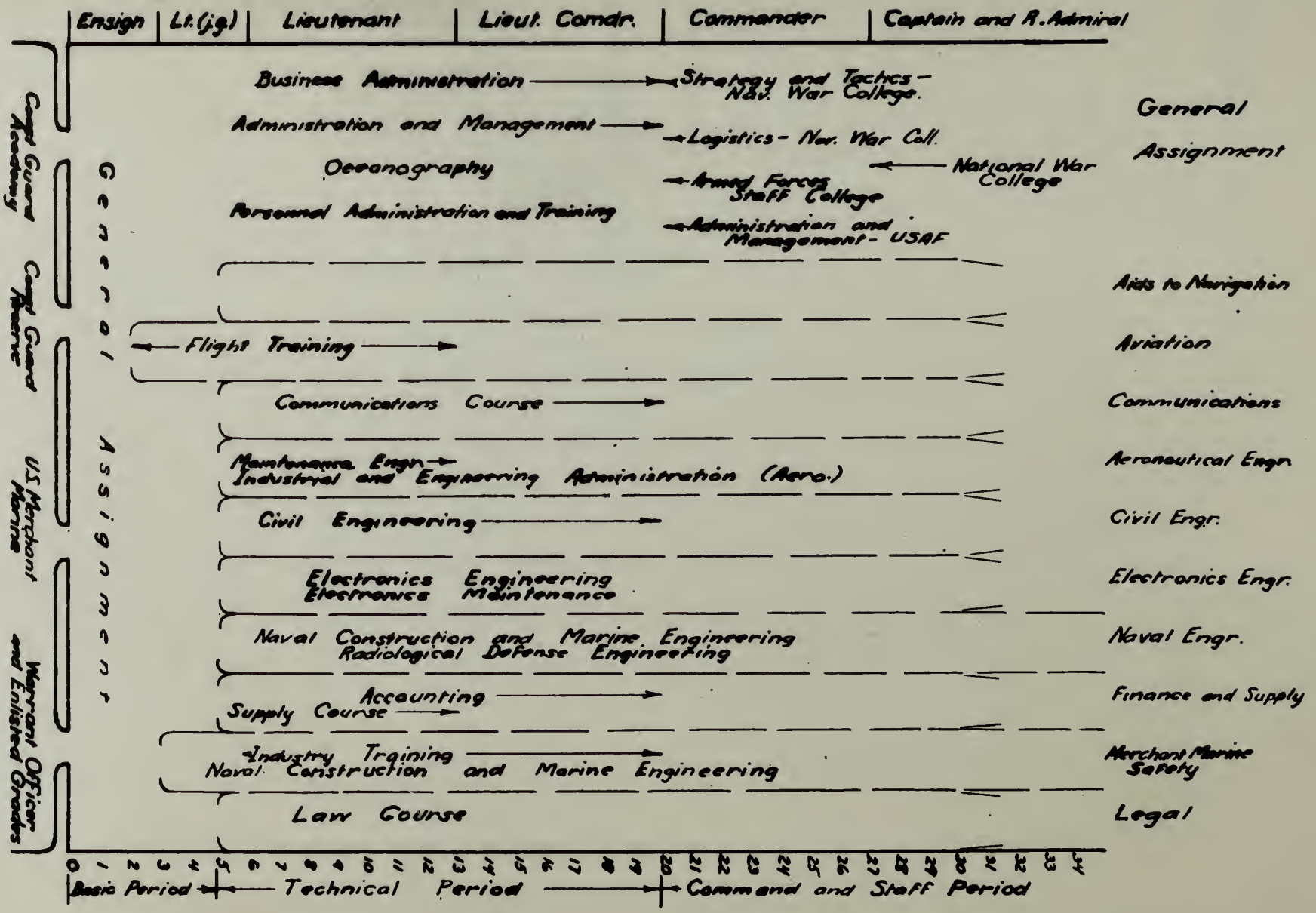

FIGURE 19 - MASTER CAREER PLAN AND TRAINING PROGRAM

Applicability of Career Plans

The career plans which have been designed are obviously for application primarily to the careers of officers newly commissioned in the grade of ensign. This does not mean, however, that they may not be used for other officers. Permanent officers already on active duty may enter into the plans at the current stage of their careers. Reserve officers on active duty and temporary officers may apply planning to their careers insofar as their qualifications and experience make it applicable to them. Officers appointed from the Merchant Marine may apply the plans to their careers at whatever stage they enter on active duty.

Implementation of Career Planning

The responsibility for monitoring officer's careers in accordance with career planning policies should rest with the Commandant. The responsibility for properly rotating the duties of junior officers rests with commanding officers. Each individual officer has the responsibility for making known to the Commandant his special interests, skills, abilities, and his desires.

Unfortunately, every officer cannot always have what he wants in type of duty, training, or assignment. The needs of the Service must always be the primary consideration, and choices may be made only when the needs of the Service allow. Where there is more than one application for a given training course or billet, the applicant best qualified should be selected.

CHAPTER VI

SUMMARY AND CONCLUSIONS

Summary of findings

1. No comprehensive program of career planning has been prescribed for commissioned officers in the United States Coast Guard.

2. No thorough formal study of career planning has been made by the Coast Guard.

3. The Army, Navy, and Marine Corps have initiated career planning programs which are improving personnel management.

4. The Coast Guard is linked to the Navy by virtue of its status as a service in the Navy in time of war or when the President directs. There are, however, fundamental differences in functions, organization, size and policies which affect career planning.

5. The primary functions of the Coast Guard may be classified, for planning purposes, as law enforcement, administrative safety at sea functions, operational safety at sea functions, and military readiness. Wartime duties are largely an extension of peacetime duties.

6. The wartime tasks assigned the Coast Guard by the Navy determine the nature of the training and prepara-

tion necessary to maintain military readiness.

7. For officer assignment purposes, Coast Guard duties are classified by type rather than according to primary function.

8. Division of assignments into types of duty in the Coast Guard represents division of duties into fields which may in turn be divided into more specific specialties.

9. The primary purpose of the training programs of the services in the Department of Defense is to develop war leaders.

10. Each of the services in the Department of Defense has an officer personnel classification system which distinguishes officers who are specialists.

11. There is a trend toward specialization in the Coast Guard due to technical and scientific progress, and to changes in Coast Guard duties, assisted by the trend from sea to shore.

12. The billet structure limits the extent to which officers, if specialized, have equality of opportunity for high command.

13. The degree of specialization is determined, for practical purposes, by the policy governing rotation of duty. Some rotation of officers among the various types of duty is necessary.

14. The current rotation system provides for alternate tours of sea and shore duty designed to pro-rate sea

and shore duty among all officers, except for aviators.

15. The sea-shore rotation system decreases specialization for all officers except those specializing in operation of ships.

16. Officers are prepared for assignment to more responsible billets through being assigned to particular billets, and through advanced and specialized training. The advanced and specialized training program provides for postgraduate work in several fields.

17. There is no specific career pattern prescribed by law or regulation for Coast Guard officers. This pattern is affected by a number of independent variables; hence there are wide variations in the rates at which officers advance through the various grades at different times.

Conclusions

1. A career planning program for commissioned officers would help to promote good personnel management, and would aid officers in the achievement of more successful careers. Such a program should be initiated by the Coast Guard.

2. Coast Guard career planning should parallel Navy planning where practicable.

3. Constantly changing factors make rigid career planning impracticable. Career planning must be sufficiently flexible to absorb changes in tasks, in the size

of the commissioned officer corps, and other changes resulting from unpredictable factors.

4. Career planning must give consideration to the wartime tasks assigned the Coast Guard by the Navy in order to maintain military readiness.

5. All types of Coast Guard duty require that officers have a thorough knowledge of the sea-going profession. Assignment to duty afloat should precede assignment to any other type of duty.

6. No officer can possibly become competent in all aspects of his profession. For optimum performance of Coast Guard tasks, specialization is essential.

7. Specialists should be classified in terms of types of duty and of specific specialties within those types.

8. Coast Guard officers should specialize to the maximum degree permitted by the physical requirements of the billet structure, as modified by the requirements of military readiness and the necessity for all officers to have a thorough knowledge of the sea-going profession. The rotation of duty policy should be designed to achieve this end.

9. Training of Coast Guard officers for high command should be directed toward high administrative command.

10. The advanced and specialized training program, and the plan for training through rotation of assignments,

should depend upon the requirements of the billets for which the training is preparatory.

11. Promotion requirements should be based upon the realities of the duty assignment policies. All officers should have equal opportunity to meet the requirements for promotion.

12. A normal career pattern, based upon past experience and best estimates for the future, should be prescribed for use in career planning. (See Appendix.)

13. Normal lengths of tours of duty for the various types of assignments, in the several grades, should be prescribed for use in career planning.

14. Typical career plans should be constructed for each of the various types of duty, to serve as models after which individuals may design their careers.

15. Sample career plans for the various types of duty reveal similar phases which may be fitted into a master career plan. These phases may be identified as a Basic Period, a Technical Period, and a Command and Staff Period.

16. Career planning is applicable to all officers, other than officers designated as extra numbers and the permanent commissioned teaching staff.

17. The responsibility should rest with the individual officer for making his desires known, with the commanding officer for properly rotating officers among the various departments, and with the Commandant for monitoring officer's careers in accordance with the career planning program.

CHAPTER VII

RECOMMENDATIONS

Recommendations for career planning

It is recommended that the Coast Guard initiate a career planning program for commissioned officers similar to that developed in Chapter V of this study. Because of the limitations imposed by the unavailability of certain information, in particular the current billet structure and the tentative mobilization billet structure, the plan proposed herein should be corrected and improved by including these factors.

A number of suitable career plans should be constructed for each type of duty and each specialty, in accordance with the principles developed in this study. These plans should be developed by using the billet structure, taking cognizance of the various types of duty and the specialties within types of duty, considering the necessity of rotating officers between duty types to meet the billet requirements, and by determining the natural sequences of billets in each specialty.

It is recommended that information concerning the career planning program be widely disseminated throughout the Service, and that this information include statements

relating to the following:

The objectives of the career planning program.

The policy that all officers, exclusive of officers designated as extra numbers and the permanent commissioned teaching staff, shall be required to be competent shipboard officers.

The policy that the first assignment for all officers upon being commissioned will be to sea duty.

The policy that, in addition to proficiency in seagoing, every officer shall develop competence in a specialty.

The rotation of duty policy, after an officer has become a specialist, will be directed toward assigning each officer to duty in his specialty to the maximum degree permitted by the characteristics of the billet structure, as modified by the requirements of military readiness.

The coordination of the advanced and specialized training program with the specialist requirements of the billet structure.

The precise basis upon which qualification for promotion is to be determined.

A description of the normal career pattern, based upon the current best estimate, as developed in the Appendix.

The policy concerning normal lengths of tours of duty.

Illustrations of typical career plans, for each type of duty, after which officers may model their own careers.

A description of the master career plan.

The applicability and the implementation of career planning.

The procedure to be followed in expressing preference for training and assignment.

Recommendations for further research

From this study of career planning for commissioned officers, it appears that additional research may profitably be done in the following fields for the purpose of improving career management:

The need for, and practicability of, obtaining job information through job and billet analysis.

The reclassification of billets, for assignment purposes, based upon accurate job information.

The evaluation of billets, and subsequent determination of the appropriate grade for each billet based upon billet requirements.

An analysis of the standards of knowledge, level of performance, and capabilities expected of officers in each of the several grades.

A study of the measures for evaluating the performance of duty and the promotability of officers in each of the several grades.

A study of the officer distribution which would result from a billet structure based upon billet analysis and evaluation, and of the resulting career pattern.

A study of the methods for determining individual preference for type of duty, assignment, and training.

A study of methods of personnel record-keeping to aid in assignments, such as the officer's qualification record, and of the advisability of using machine methods for this purpose.

A study of methods for maintaining the flow of promotion at a reasonable rate, and of stabilizing the career pattern.

A study, based upon billet information, of the requirements for advanced and specialized training, and development of a training program to meet these requirements.

A study of career planning for warrant officers and enlisted personnel.

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APPENDIX

DETERMINATION OF NORMAL CAREER PATTERN

The characteristics of the normal career pattern depend basically upon three elements; the manner in which the officers are distributed among the various grades, the rate at which new officers are commissioned, and the rate of separation of officers from the active list. The latter two elements combine to determine the total strength, but each has its own effect in determining the rate of promotion. The total number on board may increase, but if few senior officers are separated from the active list the rate of promotion will be slow; conversely, if the rate of separation of senior officers is high, promotion will be rapid even though the total number of officers on board remains constant.

Distribution

The manner in which officers are distributed among the various ranks is prescribed by law to be the same as for the Navy. The percentages with which the computation to determine the distribution is made are to be applied annually to the total number of officers of all categories on active duty, exclusive of officers designated as extra numbers. This computation was last made on January 30,

1950, and was as shown in Table 10.

The total number of officers on active duty, including extra numbers, was 2,020 as of January 30, 1950. There are, in addition, 67 civilian former employees of the Bureau of Marine Inspection and Navigation who are currently occupying commissioned officer's billets. As each of these civilians and extra numbers leaves the active list,

TABLE 10

AUTHORIZED DISTRIBUTION OF OFFICERS, JANUARY 30, 1950

Grade	Per Centum	Number Authorized In Grade (Excl. of Extra Numbers)
Rear Admiral	0.75	12
Captain	6.00	101
Commander	12.00	204
Lieutenant Commander	18.00	304
Lieutenant	24.75	418
Lieutenant (j.g.) and Ensign	38.50	651

an officer will be appointed as a replacement, and the total number upon which the computation is made will be increased by one. Assuming that the total number of billets remains constant, the effect of this replacement will be to increase the number of officers authorized in each grade, and promotions will ensue as indicated in Table 7.

Accretion

For the purpose of determining the normal career pattern, it was assumed that the total number of officers

authorized will remain constant. The number of officers commissioned annually will be equal to the number separated from the active list, including extra numbers and civilians. Thus the distribution of officers will change only in accordance with the number of extra numbers and civilians who are separated from active duty. Based upon past experience and future predicted retirements because of age, it is estimated that these separations will be at the rate of approximately 25 per year for the next ten years. For the current distribution, this amounts to an annual increase of approximately 1.5% of the number of officers in each grade.

Attrition

Officers may be separated from active duty in a variety of ways, depending in certain instances upon the category in which an officer falls, i.e. regular officer, Reserve officer, temporary officer, or officer commissioned for temporary service. These various ways are as follows:

1. Retirement
   a. Upon reaching age sixty-two.
   b. Voluntary after thirty years' service.
   c. Voluntary after twenty years' service, at least ten years of which is commissioned service.
   d. Involuntary as a result of the recommendations of a personnel board.
   e. Voluntary when out of line of promotion.
   f. For physical disabilities incident to service.

2. Death
3. Resignation
4. Release from active duty of Reserve officer.
5. Termination of appointment of temporary officer or officer appointed for temporary service, not for purpose of accepting a regular commission.
6. Separation for physical disabilities not incident to service or for disability of less than 30 per centum in accordance with the standard schedule of rating disabilities in current use by the Veterans' Administration.

The rate at which separations may be expected to occur in each of these various ways is largely unpredictable, although average rates may be fairly accurately established in many cases, based upon past experience. Retirements for age may be predicted a few years ahead, but it is likely that even short-range predictions will not be accurate because of deaths or retirements for other reasons. Similarly, the number of officers who will have more than thirty years' service may be accurately determined, but the number who will request retirement in any year is indeterminate. Like limitations to accurate predictions exist for each manner of separation, so that the rate of attrition must be dependent in large measure upon averages determined from past experience. Even these must be modified in the light of changed circumstances. The years of 1941 through

1946 are useless because of the many changes resulting from the war. Data from the years prior to 1941 are of questionable usefulness for several reasons: first, the number of line officers was rather small for consistent data; second, the percentages authorized in the various grades were different, so that in determining the rate of attrition due to physical disability in the grade of commander, for example, a group of officers whose average age was considerably different from the average age of the present group of commanders would be under consideration; third, many of the general conditions under which the service now operates are different from those prior to the war, and these changes have an effect upon the rate of resignations and voluntary retirements; fourth, the categories of officers which comprised the active list were radically different from those existing now. As a result of these changed circumstances, it is considered that rates of attrition determined from pre-war years would be of doubtful validity for the present situation. Accordingly, data were used only from the fiscal years of 1946 through 1950, modified for such factors as retirement for age, for which the rate of attrition may be predicted with reasonable accuracy.

Each of the rates of attrition was determined as a percentage. These percentages for each grade, combined with the percentage of accretion through promotion, permit a computation of the average number of years to be served

in each grade, under present conditions. For example, if 20% of the officers in a given grade are to be promoted or separated each year, the average length of service in that grade is five years.

Table 11 shows the actual number of officers who were separated from the active list during the fiscal years 1948, 1949, and 1950, taken from Coast Guard records. These are tabulated by grades, according to reason for separation from the active list. Estimates for the last quarter of fiscal 1950 were included in the figures for that year.

TABLE 11

ATTRITION OF OFFICERS DURING FISCAL YEARS 1948, 1949, AND 1950

	Average Number On Board	Age Retirements	Physical Disab. Ret.	Separations	20 Years Service Retirements	20 Years Service Retirements	Personnel Board Action	Death	Resignation	Reserves Released	Temp. Appts. Revoked	
Fiscal 1948												
Admiral *	10	2	2	1								
Captain **	94		2	1						1		
Commander	173		5	2	2			1		3		
Lieut. Comdr.	278	2	19	21					1	5	40	
Lieutenant	393		27	4				1	4	8	75	
Lieut. (jg) & Ensign	612		8					1	55	10	300	
Fiscal 1949												
Admiral *	11			1								
Captain **	89	1	2	2								
Commander	180			2				1		1		
Lieut. Comdr.	266		10	6	1	1				2	1	
Lieutenant	341		2	2					2		2	
Lieut. (jg) & Ensign	620		1					1	21		10	

TABLE 11 (Cont'd)

	Average Number On Board	Age Retirements	Physical Disab. Ret. & Separations	30 Years Service Retirements	20 Years Service Retirements	Personnel Board Action	Death	Resignation	Reserves Relieved	Temp. Appts. Revoked
Fiscal 1950#										
Admiral *	11	2		1						
Captain **	97			3						
Commander	199		1	2						
Lieut. Comdr.	290		2	17					1	
Lieutenant	382		1	1				1		3
Lieut. (jg) & Ensign	665		3	2				33		10

* Includes Admirals, Vice Admirals, and Rear Admirals
** Includes Commodores
# Includes estimates for last quarter of Fiscal 1950

Each of these figures was transformed into a percentage of the average number of officers on board in grade for the year, and the percentages are shown in Table 12. The percentage figures for the three years were averaged for each grade, according to reason for separation from the active list, and these averages are shown in Table 12.

TABLE 12

DETERMINATION OF AVERAGE ATTRITION PERCENTAGES

	1948	1949	1950	Ave.	1948	1949	1950	Ave.	1948	1949	1950	Ave.
	Age Retirements				Physical Disability Retire. & Separation				30 Years Service Retirement			
Admiral	20.0		18.2	12.7	20.0			6.7	10.0	9.1	9.1	9.4
Captain		1.1		0.4	2.1	2.2		1.4	1.1	2.2	3.1	2.1
Commander				0.0	2.9		0.5	1.1	1.2	1.1	1.0	1.1
Lieut. Comdr.	0.7			0.2	6.8	4.2	0.7	3.9	7.6	2.3	5.9	5.3
Lieutenant				0.0	6.9	0.6	0.3	2.6	1.0	0.6	0.3	0.6
Lieut. (jg) & Ensign				0.0	1.3	0.2	0.5	0.7			0.3	0.1

	20 Years Service				Personnel Board Action				Death			
Admiral				0.0				0.0				0.0
Captain				0.0				0.0				0.0
Commander	1.2			0.4				0.0	0.6	0.6		0.4
Lieut. Comdr.		0.4		0.1		0.4		0.1				0.0
Lieutenant				0.0				0.0	0.3			0.1
Lieut. (jg) & Ensign				0.0				0.0	0.2	0.2		0.1

	Resignation				Reserves Released				Temporary Appts. Revoked			
Admiral				0.0				0.0				0.0
Captain				0.0	1.1			0.4				0.0
Commander				0.0	1.7	0.6		0.8				0.0
Lieut. Comdr.	0.4			0.1	1.8	0.8	0.3	0.9	14.4	0.4		4.9
Lieutenant	1.0	0.6	0.3	0.6	2.0			0.7	19.1	0.6	0.8	6.8
Lieut. (jg) & Ensign	9.0	3.4	5.0	5.8	1.6			0.5	49.0	1.6	1.5	17.4

Each of these averages was then tabulated in Table 13, so that the total average attrition percentage for each grade could be computed. In some instances, however, the variability of the percentages in Table 12 indicated the desirability of some adjustment of the averages to provide a more accurate prediction under current conditions. The asteriks in Table 13 indicate those places where adjustments have been made.

TABLE 13

DETERMINATION OF AVERAGE TOTAL ATTRITION

	Age Retirements	Physical Disab. Ret. & Separations	30 Years Service Retirements	20 Years Service Retirements	Personnel Board Action	Death	Resignation	Reserves Released	Temporary Appts. Revoked	Total Attrition Percentage
Admiral	12.7	5.0*	9.4	0.0	0.0	0.2*	0.0	0.0	0.0	27.3%
Captain	1.0*	1.4	2.1	0.0	0.0	0.2*	0.0	0.0*	0.0	4.7%
Commander	0.0	0.9*	1.1	0.0*	0.0	0.2*	0.0	0.0*	0.0	2.2%
Lieut. Comdr.	0.0*	0.7*	5.3	0.0*	0.1	0.1*	0.1	0.3*	0.0*	6.6%
Lieutenant	0.0	0.5*	0.3*	0.0	0.0	0.1	0.5*	0.5*	0.7*	2.6%
Lieut. (jg) & Ensign	0.0	0.3*	0.0*	0.0	0.0	0.1	5.0*	1.0*	1.5*	7.9%

* Adjusted. See accompanying text.

Age retirement percentages have been adjusted to conform to the number of officers who will actually attain age 62 in the next several years. Physical disability retirements and separations have been adjusted downward slightly

for two reasons; first, the averages were boosted unduly by the unusually high number of physical disability retirements which followed the recent war, as indicated by the marked decreases shown in Table 12; second, the new law governing retirement and separation for physical disability, an Act of Congress approved October 12, 1949, (Public Law 351 - 81st Congress), will serve to decrease physical disability retirements. Thirty years' service retirement percentages have been adjusted very slightly for lieutenants, and for lieutenants (junior grade) and ensign, to conform to the realities of the current list of officers. No retirements for twenty years' service have been provided for, in view of the current policy of not approving applications for such retirement. Attrition percentages by reason of death have been adjusted very slightly inasmuch as the numbers involved in establishing the average percentages are too small to have much validity. Resignation percentages have been adjusted somewhat to conform to recent trends. A considerable number of Reserve officers have been ordered to active duty in the past year, and the manner in which these appointments will affect the rate of release of Reserves is problematical. A rough adjustment has been made in an attempt to allow for this. The averages for revocation of temporary appointments have been drastically changed because the en bloc revocation of appointments during fiscal 1948 as a

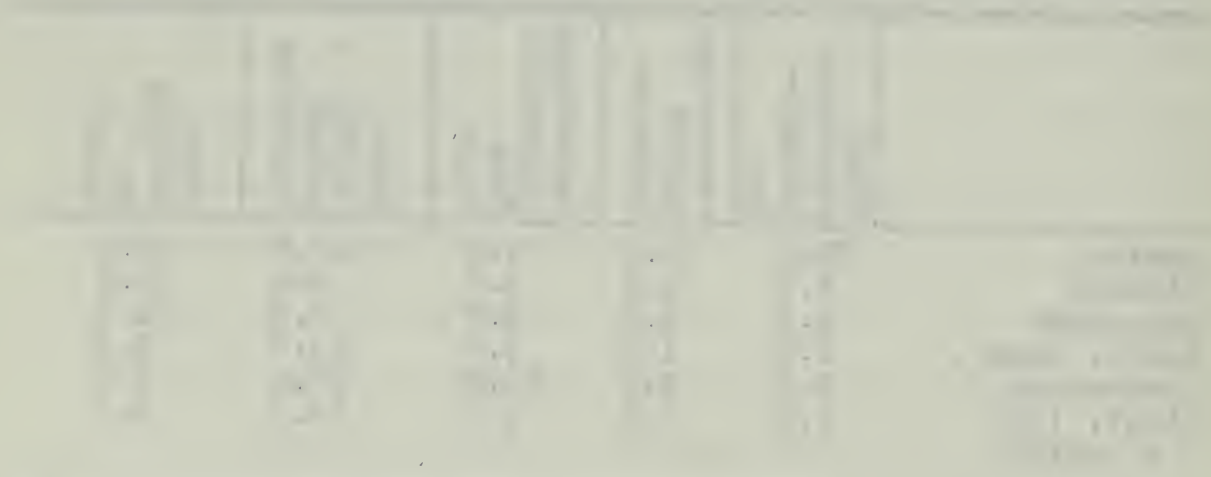
means of reducing strength raised the average far above the current rate.

The total attrition percentages determined in Table 13 were entered in Table 14. To these were added 1.5% for the annual increase in number of officers authorized in grade due to the separation from the active list of officers designated as extra numbers and civilians. In Table 15, these totals represent the total annual vacancies in grade. By multiplying this percentage for the grade of admiral by the ratio of the authorized percentage of rear admirals to the authorized percentage of captains (Table 10), the percentage of captains who may be promoted each year was determined. Then by adding the total attrition percentage, the percentage annual increase, and the percentage promotions from grade, the total percent annual vacancies was determined. This process was carried out for each grade. The average years service in grade was then determined by dividing 100 by the percentage of total annual vacancies in grade.

TABLE 14

DETERMINATION OF AVERAGE NUMBER OF YEARS SERVED IN GRADE

	Total Attrition Percentage	Percentage Annual Increase	Percentage Promotions from Grade	Total Percent Annual Vacancies	Years Service in Grade
Admiral	27.3	1.5	0.0	28.8	3.5
Captain	4.7	1.5	3.6	9.8	10.0
Commander	2.2	1.5	4.9	8.6	11.6
Lieut. Comdr.	6.6	1.5	5.7	13.8	7.3
Lieutenant	2.6	1.5	10.0	14.1	7.1
Lieut. (jg)	7.9	1.5	9.1	18.5	5.4
* Ensign					



The average years service in grade determined in Table 14 should provide a reasonably accurate estimate of the time which officers now entering a grade will serve in that grade, except for lieutenants (junior grade) and ensigns. This exception exists because attrition in the grades of lieutenant (junior grade) and ensign involves appointment of replacements, rather than promotion of officers from lower grades to fill the vacancies left by attrition. For the normal career pattern, then, an increase over the tabular average for lieutenant (junior grade) and ensign is necessary.

The average length of time served in the grades of rear admiral and captain is not pertinent to career planning, inasmuch as plans are not carried beyond the thirtieth year of service. This period is estimated, however, in order to round out the pattern, although there will be several years' variability in either direction. In the grade of commander, cognizance must be taken of the fact that the average years service in grade will gradually decrease in the future. Officers currently entering the grade of commander may serve the length of time determined, but by the time that present junior officers attain the grade of commander, this period will be considerably reduced. This is due to the relative youth of the officers currently serving in the grades of lieutenant commander and above, due to the accelerated rate of promotion during the recent war.

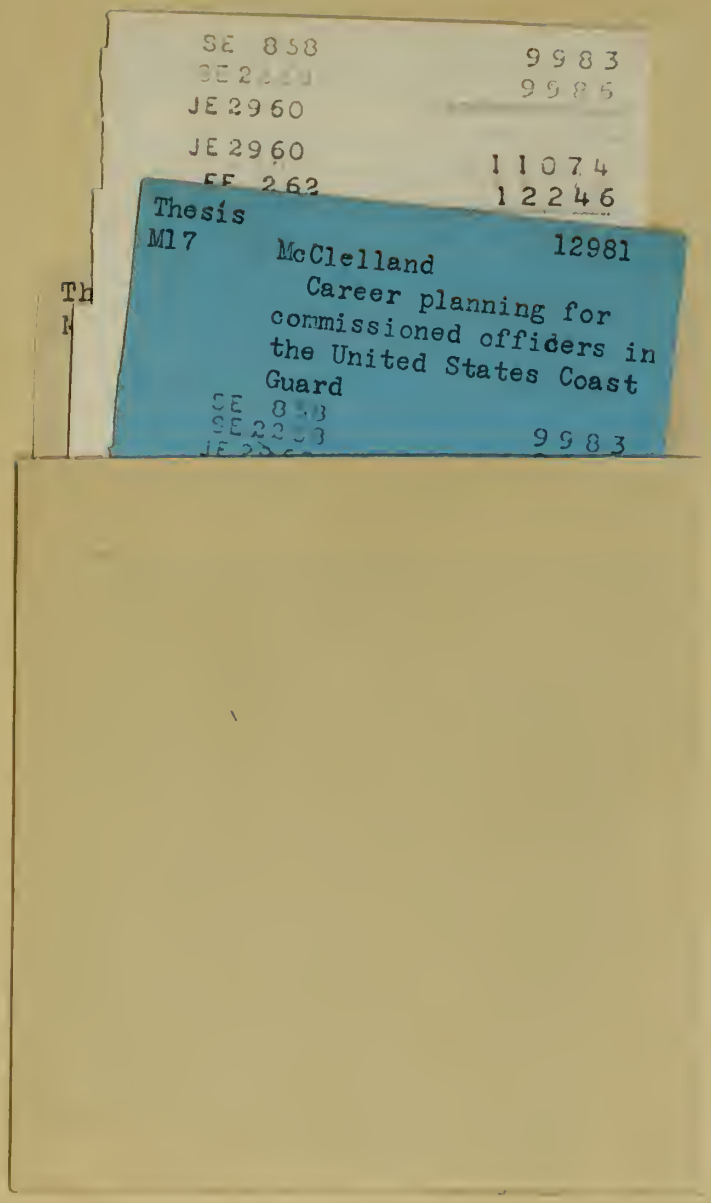
There are two other variables affecting the establishment of normal periods of service in grade: the possibility of approving retirements after 20 years of service, and of increasing retirements through personnel board action, if promotions become unduly slow. By these means, the normal period of service in the senior grades may be markedly decreased.

Inasmuch as career planning is focused upon the junior officer, it is considered that the career pattern should be laid out primarily with him in mind. Accordingly, the normal career pattern as derived from Table 14, amended by the aforementioned factors, is as shown in Table 15.

TABLE 15

AVERAGE YEARS SERVICE IN GRADE AND TOTAL COMMISSIONED SERVICE

	Average Years Service In Grade	Total Commissioned Service
Ensign	3	3
Lieutenant (junior grade)	3	6
Lieutenant	7	13
Lieutenant Commander	7	20
Commander	7	27
Captain and Rear Admiral	8	35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